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ABSTRACT

The adequacy of the Department of Labor's (DOL) efforts to comply with Public Law 94-311 which directed several of the larger Federal agencies to improve their collection, analysis and publication of Hispanic statistics in such areas as decennial censuses, vital statistics, and unemployment data was evaluated. Data were gathered from interviews with Federal officials, demographers, economists, representatives of Hispanic organizations, administrators of employment training programs, and other users of unemployment data. Various documents were also reviewed, including available literature, Government publications, DOL correspondence, and congressional hearings. As of January 1978, 18 months after the law's enactment, most of DOL's efforts, which were still in the planning stages, were not adequate to comply fully with the intent of the law. Data indicated that: DOL had not added Hispanic unemployment statistics to its "Handbook of Labor Statistics", a widely used reference work; it had no plans to publish monthly unemployment rates for Hispanics, but planned to continue publishing quarterly and annual data for Hispanics; it did not plan to identify Hispanics in all its detailed unemployment tabulations which identify whites and blacks; its plans to identify the extent of Hispanic unemployment in selected states and local areas did not encompass enough geographic localities to facilitate a close examination of the extent of Hispanic unemployment in states and local areas. DOL's failure to respond may be due in part to the low priority it has assigned to P.L. 94-311. (NQ)

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Improving Hispanic Unemployment Data: The Department of Labor's Continuing Obligation

May 1978

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A Report of the United States Commission on Civil Rights

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- Investigate complaints alleging that citizens are being deprived of their right to vote by reason of their race, color, religion, sex, or national origin, or by reason of fraudulent practices;
- Study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution because of race, color, religion, sex, or national origin, or in the administration of justice;
- Appraise Federal laws and policies with respect to equal protection of the laws because of race, color, religion, sex, or national origin, or in the administration of justice;
- Serve as a national clearinghouse for information in respect to denials of equal protection of the laws because of race, color, religion, sex, or national origin;
- Submit reports, findings, and recommendations to the President and the Congress.

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LETTER OF TRANSMITTAL

U.S. COMMISSION ON CIVIL RIGHTS
WASHINGTON, D.C.
May 1978

THE PRESIDENT
THE PRESIDENT OF THE SENATE
THE SPEAKER OF THE HOUSE OF REPRESENTATIVES
Sirs:

The Commission on Civil Rights presents this report to you pursuant to Public Law 85–315, as amended. This report evaluates the adequacy of the efforts of the Department of Labor to comply with applicable sections of Public Law 94–311 which mandate improvement and expansion of the collection, analysis, and publication of unemployment data on Hispanics.

This report is based on information gathered from officials at the Department of Labor and from economists, demographers, Hispanic organizations, administrators of employment training programs, and other users of unemployment data. A draft of the report was submitted to the Department of Labor for review and comment prior to publication.

We found that since the passage of Public Law 94–311, the Department of Labor has increased its awareness of the need for data on Hispanic unemployment. In order to comply with the mandate of the law, the Department of Labor has modestly begun to increase the amount of Hispanic data it publishes in its articles and new releases. More important, it has promised to increase greatly the information it will publish about Hispanics who are unemployed, including separate identification of persons who are of Mexican American, Puerto Rican, Cuban, and other Hispanic origin.

However, the Department of Labor's efforts to comply with Public Law 94–311 could be greatly improved. As of January 1978, 18 months after enactment of the law, most of the Department's efforts were in the planning stages and the Department did not know when it would publish the expanded data called for in its plans. Moreover, it did not plan to publish Hispanic unemployment data monthly, as it does for blacks and whites. It planned to publish separate Hispanic unemployment data for only a very few States and for no local areas with large Hispanic population.

Hispanics, this country's second largest minority group, continue to occupy a prominent place among the ranks of the unemployed. More detailed and frequent Hispanic unemployment data are essential for understanding and remedying the causes of high Hispanic unemployment.

We ask that you direct your attention to the recommendations at the conclusion of this report. Of major importance is our recommendation that the President direct the Department of Labor to increase the amount of Hispanic unemployment data it publishes, commensurate with the requirements of Public Law 94–311.

Therefore, we urge your consideration of the facts presented and ask for your leadership in ensuring implementation of the recommendations made.

Respectfully,

Arthur S. Flemming, *Chairman*
Stephen Horn, *Vice Chairman*
Frankie M. Freeman
Manuel Ruiz, Jr.
Murray Saltzman
Louis Nuñez, *Acting Staff Director*

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This report was prepared under the overall supervision of Cynthia Norris Graae, Assistant Staff Director for Federal Evaluation.

Un Breve Resumen para el Lector Hispano sobre El Mejoramiento en la Calidad de los Datos sobre el Desempleo entre los Hispanos: La Obligación Continua del Departamento del Trabajo

Desde 1940, el Departamento del Trabajo ha publicado regularmente información detallada sobre el desempleo en este país. Cada mes, en su publicación *Employment and Earnings (Empleo e Ingresos)* el Departamento del Trabajo informa a la nación la tasa de desempleo y el número de personas que están desempleadas. A la vez, también publica una gran cantidad de datos sobre las características de los desempleados, incluyendo su edad, sexo, raza, estado civil, ocupaciones previas, razones por las cuales están desempleados y duración del desempleo.

El Departamento prepara estos datos sobre el desempleo para ser usados por negocios, sindicatos laborales, el Congreso, agencias Federales, gobiernos estatales y locales, universidades y el público en general. Los datos se usan para una gran variedad de propósitos, incluyendo investigaciones, planeamientos, desarrollo de políticas y pronósticos económicos. Como ha sido señalado por el Departamento del Trabajo, uno de sus propósitos más importantes es el de proporcionar la base para la distribución de asistencia fiscal bajo las leyes tales como la *Comprehensive Employment and Training Act (Ley de Empleo y Adiestramiento Plenos)* y la *Public Works and Economic Development Act (Ley de Obras Públicas y Desarrollo Económico).*

Adicionalmente, los datos sobre el número de personas desempleadas son indicadores claves del bienestar económico de la Nación. A pesar de la gran cantidad de datos sobre el desempleo que el Gobierno Federal colecciona y publica, el Gobierno tiene muy poca información sobre el desempleo entre los hispanos, segunda minoría más grande de esta nación. Según el Negociado del Censo, en marzo de 1976, había aproximadamente 11.1 millón de hispanos en este país, constituyendo 5.3 porciento de la población nacional. No obstante el tamaño de la población hispana, no fue hasta el 1973 que el Gobierno Federal comenzó a recoger con regularidad, datos sobre el desempleo entre los hispanos.

En mayo de 1976 el Congreso criticó la falta de datos adecuados sobre el desempleo de los hispanos. El Congreso notó que esto había traído "como resultado que no se puede garantizar una distribución adecuada e imparcial de apropiaciones programáticas entre la comunidad hispana." Parcialmente por causa de este problema y también por la grande falta de datos sobre hispanos en otras compilaciones estadísticas de agencias federales, el 16 de junio de 1976, el Congreso adoptó la Ley Pública 94–311, la cual ordenó que varias agencias federales, incluyendo el Departamento del Trabajo, mejorasen su

colección de datos sobre los hispanos. La Sección 1 de esta ley requiere:

> Que el Departamento del Trabajo en cooperación con el Departamento de Comercio ... desarrolle medidas para mejorar y amplificar la colección, análisis, y publicación de datos sobre el desempleo pertenecientes a los americanos de origen o descendencia hispana.

Para cumplir con los mandatos de esa ley, el Departamento del Trabajo ha empezado a aumentar modestamente la cantidad de datos sobre los hispanos que publica en varios artículos, informes y comunicados de prensa. Más importante aún, el Departamento del Trabajo ha prometido aumentar enormemente la información que publicará sobre los hispanos que están desempleados, incluyendo identificación por separado de subgrupos de origen mejicoamericano, puertorriqueño, cubano y otros orígenes hispanos.

Sin embargo, el Departamento del Trabajo no ha hecho todo lo que puede para cumplir totalmente con el propósito del Congreso al crear la Ley Pública 94–311. En enero de 1978, 18 meses después de haber sido puesta en vigor esta ley, sus esfuerzos todavía estaban en etapas de planificación. En esa fecha, en *Employment and Earnings (Empleo e Ingresos),* la publicación básica de estadísticas sobre el desempleo del Departamento, apareció la misma cantidad de datos, sobre los desempleados hispanos, que había antes de que la ley fuera puesta en vigor. El Departamento del Trabajo no ha añadido a su *Handbook of Labor Statistics (Manual de Estadísticas Laborales),* obra de consulta básica y de uso extenso, estadísticas sobre el desempleo entre los hispanos.

Además en enero de 1978, lo que el Departamento del Trabajo había terminado de planificar no era adecuado para cumplir con la totalidad del propósito de la Ley Pública 94–311. Era la intención del Departamento del Trabajo seguir publicando datos trimestrales y anuales sobre los hispanos. Sin embargo, no pensaba publicar mensualmente tasas de desempleo para los hispanos como lo hace para los blancos y los negros, aunque está claro que el intento congresional es que el Departamento del Trabajo lo haga. El Departamento del Trabajo no piensa identificar a los hispanos en todas las variadas tabulaciones detalladas sobre el desempleo que se publican, las cuales identifican a los blancos y a los negros. Sus planes para identificar la extensión del desempleo entre los hispanos en ciertos estados y regiones locales no incluyeron las suficientes localidades geográficas como para facilitar una investigación detallada de la extensión de ese desempleo en los estados y regiones locales.

La insensiblidad del Departamento del Trabajo a la necesidad de datos sobre el desempleo entre los hispanos puede ser, en parte, resultado de la poca importancia que ha dado a la Ley Pública 94–311. El Departamento del Trabajo ha delegado en la Dirección de Estadísticas de Trabajo la responsabilidad única por el cumplimiento con la Ley Pública 94–311. No ha delegado nada sobre la Administración de Empleo y Adiestramiento, aunque esta Administración recoge datos sobre los beneficios del seguro del desempleo, datos que son usados regularmente para medir el desempleo. Además, el Departamento del Trabajo no ha solicitado el asesoramiento de economistas, demógrafos, grupos de adiestramiento ocupacional, o defensores de los derechos civiles hispanos, para determinar la necesidad de datos sobre los hispanos desempleados. Este problema puede haber sido acrecentado por el pobre historial del Departamento del Trabajo en cuanto al empleo de hispanos.

Para remediar estos problemas, esta Comisión ofrece las siguientes recomendaciones:

1. El Presidente debe ordenar que el Departamento del Trabajo aumente la cantidad y frecuencia de publicación de datos sobre el desempleo entre los hispanos, según lo requiere la Ley Pública 94–311. Para asegurar que esos requisitos sean cumplidos, es esencial que el Departamento del Trabajo:
   - Anuncie públicamente, dentro de dos meses, las medidas específicas que tomará, con horarios, para aumentar la publicación de datos sobre el desempleo entre todos los hispanos.
   - Trabaje con la Oficina de Administración y Presupuesto y el Departamento de Comercio para determinar lo que el cumplimiento con la Ley Pública 94–311 cuesta.
   - Solicite los presupuestos necesarios para cubrir esos costos.
2. El Departamento del Trabajo debe tomar medidas inmediatas para asegurarse de que todas aquellas de sus unidades constituyentes que trabajan con datos sobre el desempleo, incluyendo la Dirección de Estadísticas de Trabajo y la Administración de Empleo y Adiestramiento, respondan a los problemas del desempleo entre los hispanos en este país.

- La Dirección de Estadísticas de Trabajo debe proyectar inmediatamente medidas para recoger y publicar mensualmente la tasa de desempleo entre los hispanos y anualmente características detalladas del desempleo entre los hispanos.
- El Departamento del Trabajo debe publicar estimaciones anuales sobre el desempleo entre los hispanos por todos los estados y el Estado Libre Asociado de Puerto Rico, la Administración de Empleo y Adiestramiento debe requerir que cada estado identifique a los hispanos en sus estimaciones de desempleo estatales.
- La Dirección de Estadísticas de Trabajo debe estudiar el problema de los hispanos desanimados que no están dentro de la fuerza laboral y que creen que no pueden obtener empleo.
- La Dirección de Estadísticas de Trabajo debe incluir datos sobre el desempleo entre los hispanos en su *Handbook of Labor Statistics (Manual de Estadísticas Laborales).*

3. El Departamento del Trabajo debe tomar medidas inmediatas para informarse con relación a la necesidad de obtener mejores datos sobre los hispanos desempleados, entre aquéllos que usan esos datos y en la comunidad hispana.

- La Dirección de Estadísticas de Trabajo debe establecer un comité asesor hispano que incluya representación de una gran variedad de organizaciones hispanas que incluya economistas y estadísticos hispanos interesados en usar datos sobre las fuerzas laborales.
- La Dirección de Estadísticas de Trabajo debe aumentar significativamente el empleo de hispanos en cada una de sus unidades de operación.

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Chapter 1

Introduction

According to the Bureau of the Census, there are approximately 11.3 million Americans of Hispanic origin in the continental United States,[1] making them the Nation's second largest minority group.[2] Despite their numbers in the general population, however, reliable Hispanic statistics are scarce. For instance, there are no nationwide data on the number of Hispanic births or deaths or on Hispanic health conditions. There is scant data on Hispanic employment, working conditions, or earnings.

The little data available make clear that Hispanics have not been fully incorporated into the economic mainstream of American society. According to the most recent statistics on Hispanics issued by the Bureau of the Census, as of March 1977 only about 40 percent of the Hispanic population above 25 years of age had completed a high school education. Moreover, in 1976 the median Hispanic income was only $10,200, barely two-thirds the median income of non-Hispanics, and almost one-quarter of Hispanic families had incomes below the poverty level.[3]

In March 1973 a resolution was introduced in the House of Representatives for the improvement of statistics on the economic and social conditions of Hispanics. The resolution observed:

> . . .State and Federal Governments and private organizations are now unable to determine accurately the urgent and special needs of the Spanish speaking in the United States because there is not a regular nationwide evaluation of the economic and social status of Spanish-speaking Americans. . . .[4]

During hearings on the proposed resolution and subsequent hearings on H.J. Resolution 92, an expanded version of the resolution, numerous Hispanic organizations and individuals testified.[5] One important observation which was emphasized was that the lack of data seriously impedes the Federal Government's ability to understand and remedy the difficult social and economic conditions facing the Nation's Hispanic population, and witnesses chronicled their frustrations with a Federal bureaucracy which had been immune to their pleas over the past several years for more data.[6]

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[1] U.S., Bureau of the Census, *Current Population Reports*, Series P-20, No. 317, "Persons of Spanish Origin in the United States: March 1977," advance report, p. 1 (December 1977) (hereafter cited as March 1977 Census Report). This population estimate does not include the Bureau of the Census' latest estimate of the population on the island of Puerto Rico as of July 1, 1973, which was approximately 3 million persons. U.S., Bureau of the Census, *Current Population Reports*, Series P-25, No. 603, "Estimates of the Population of Puerto Rico and Other Outlying Areas: 1960 to 1973," p. 9 (July 1975).

[2] In 1976 the total population of the United States was approximately 216 million persons. In the same year blacks numbering 24.2 million persons comprised the largest minority group in the Nation. U.S., Bureau of the Census, *Current Population Reports*, Series P-20, No. 307, "Population Profile of the United States: 1976", pp. 1-3 (April 1977).

[3] March 1977 census report. In that year the median income of non-Hispanics was $15,200. Ibid.

[4] U.S., Congress, House Committee on Post Office and Civil Service, Subcommittee on Census and Statistics, *Economics and Social Statistics for Spanish Speaking Americans: Hearings on H. J. Res. 406*, 93 Cong., 2d Sess., 1974, p. IV (hereafter cited as Hearings on H.J. Res. 406).

[5] Hearings on H.J. Res. 406. Hispanic organizations that testified at congressional hearings in 1974 were: the Cabinet Committee on Opportunities for Spanish-Speaking People, the Mexican American Legal Defense and Educational Fund, Operation SER-Jobs for Progress, National Council of La Raza, and the National Congress of Hispanic American Citizens. In the 1975 hearing, Hispanic organizations that testified were: the Mexican American Legal Defense and Educational Fund, Operation SER - Jobs for Progress, Inc., and the National Council of La Raza. U.S., Congress, House Committee on Post Office and Civil Service, Subcommittee on Census and Population, *Economic and Social Statistics for Americans of Spanish Origin: Hearing on H.J. Res. 92*, 94th Cong., 1st Sess., 1975 (hereafter cited as Hearing on H.J. Res. 92).

[6] Hearings on H.J. Res. 406, pp. 58, 70. As early as 1969 the Congress began receiving complaints about inadequate census counts of Hispanics. After the 1970 census, several Hispanic groups conducted studies on the Hispanic population, concluding that the Bureau of the Census had underestimated the Hispanic population's size. In 1974 the League of United Latin American Citizens, the American G.I. Forum, the Mexican American Political Association, and the Mexican American Population Commission of California critized the Bureau of the Census' data about Hispanics. Hearings on H.J. Res. 406, pp. 58, 70.
This Commission, too, has had a long-standing interest in Federal statistical data collection. In 1973 the Commission published *To Know or Not to Know: Collection and Use of Racial and Ethnic Data in Federal Assistance Programs.* This report recommended increased data collection by all Federal agencies to measure the extent to which minority groups receive equitably the

These hearings led to the passage of Public Law 94–311.[7] When President Ford signed the bill in June 1976, he stated:

> . . .I look forward to signing House Joint Resolution 92, a measure which emphasizes the need for a sound program of Federal statistics concerned with the millions of Americans of Spanish origin or descent. These Americans represent an important contribution, as well as influence, not only to the enrichment of our society, but to its continuing growth and diversity.
>
> Mexican Americans, Puerto Ricans, Cuban Americans, and other Spanish-origin Americans have served this Nation with honor in peace as well as in war. To assist them in participating fully in all aspects of American life, more adequate and accurate information is required. Such information gathered through major statistical programs of the Federal Government can help provide the basis for action to assist Americans of Spanish origin or descent in achieving a better life.[8]

This law directed several of the larger Federal agencies, including the Departments of Agriculture; Commerce, Health, Education, and Welfare; and Labor to improve their collection, analysis, and publication of Hispanic statistics in such areas as decennial censuses, vital statistics, and unemployment data.

Since enactment of Public 94–311, the U.S. Commission on Civil Rights has monitored Federal agency collection and publication of Hispanic data. Commission staff have met with officials in the agencies named in the law to ascertain their plans and progress toward fulfillment of the purposes of Public Law 94–311. As a result of this monitoring, it became apparent that one area which needed thorough and immediate investigation was the Federal effort to collect data on Hispanic unemployment. Indeed, Public Law 94–311 gives this area some priority. The first section of the law directs:

> That the Department of Labor, in cooperation with the Department of Commerce, shall develop methods for improving and expanding the collection, analysis, and publication of unemployment data relating to Americans of Spanish origin or descent.[9]

The second section of the law also gives impetus for improved collection and publication of data on Hispanic unemployment. It states:

> The Department of Commerce, the Department of Labor, the Department of Health, Education, and Welfare, and the Department of Agriculture shall each collect, and publish regularly, statistics which indicate the social health and economic condition of Americans of Spanish origin or descent.[10]

This report evaluates the adequacy of the Department of Labor's efforts to comply with Public Law 94–311 by improving its data on Hispanic unemployment from the passage of that law in June 1976 through early January 1978. In gathering information for this report, Commission staff interviewed Federal officials, demographers, economists, representatives of Hispanics organizations, administrators of employment training programs, and other users of unemployment data. A vast number of documents were also reviewed, including available literature, Government publications, Department of Labor correspondence, and congressional hearings. The Commission received excellent cooperation from Department of Labor staff and valuable support and advice from private individuals and organizations with civil rights expertise.

To assure the accuracy of this report, the Commission forwarded a copy of it in draft form to the Secretary of Labor for comments and suggestions. The Department's response included both general and specific comments that were very helpful, serving to correct factual inaccuracies, clarify points that may not have been sufficiently clear, and provide further updated information on activities undertaken subsequent to Commission staff investigations. These comments have been incorporated in the report. In cases where the Department of Labor expressed disagreement with Commission views, its opinion has been noted as well as that of the Commission. The Department of Labor also made several general comments which are reproduced in chapter 6 of this report.

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benefits of Federal assistance programs. In 1974 the Commission published *Counting the Forgotten: The 1970 Census Count of Persons of Spanish Speaking Background in the United States.* This report evaluated the adequacy of the Bureau of the Census' efforts to enumerate the Hispanic population in the 1970 census and recommended that the Bureau familiarize itself with Federal, State, and local needs for demographic, social, and economic statistics on persons of Spanish-speaking background.

[7] Act of June 16, 1976, Pub. L. 94–311, 90 Stat. 688. The full text of this law appears as appendix A of this report.

[8] Weekly Compilation of Presidential Documents, vol. 12, p. 1060 (June 21, 1976).

[9] Act of June 16, 1976, Pub. L. No. 94–311, §1, 90 Stat. 688.

[10] Ibid., §2.

Chapter 2

The Importance of Measuring Hispanic Unemployment

Data on the extent of unemployment in the United States are essential to serve the needs of business, labor, Congress, Federal agencies, State and local governments, universities, and the general public.[11] These data have a wide variety of purposes, including research, planning, and economic forecasting.

Unemployment data are an important indicator of the Nation's economic health, generally, and of the well-being of various population groups and specific geographic areas. These data are used to formulate policies for remedying the Nation's economic problems. They are used by employers in affirmative action plans as one basis for setting goals for increasing minority and female employment.[12] One of their most important purposes is as a tool to reduce unemployment. In particular, they serve as the basis for distribution of billions of dollars in Federal assistance[13] under such laws as the Comprehensive Employment and Training Act[14] and the Public Works and Economic Development Act.[15] These laws provide for job training and employment opportunities for economically disadvantaged and unemployed persons.

Since 1940 the Department of Labor (DOL) has regularly published detailed information about unemployment in this country. Every month, in its publication *Employment and Earnings,* the Department of Labor makes known to the Nation the rate of unemployment and the number of people who are unemployed. At the same time, it publishes a wealth of facts about the characteristics of the unemployed, including their age, sex, race, marital status, previous occupations, reasons for being unemployed, duration of unemployment, and geographic location—information that helps to identify the roots of the Nation's unemployment problem and to combat it.

Nevertheless, the Government has very little information about unemployment among Hispanics. It is known that the Hispanic unemployment rate is high,[16] as shown in exhibit 1. In 1977 it was 10.0 percent.[17] Hispanic unemployment reached its highest measured level in 1975, when 12.2 percent of the Hispanic labor force was unemployed. Although the extent of Hispanic unemployment varies from year to year, between 1973 and 1977 it was generally about 1.6 times the rate of white unemployment.[18]

[11] U.S., Department of Labor, Bureau of Labor Statistics, *BLS Handbook of Methods,* (1976) Bulletin 1910, p. 2 (hereafter cited as *BLS Handbook of Methods*).

[12] Regulations of Office of Federal Contract Compliance Programs require that where there is underutilization of minorities or women, affirmative action plans contain numerical goals for remedying that underutilization. In determining whether there is underutilization in an employer's facility, employers must consider, among other factors, the size of the minority and female unemployment forces in the labor area surrounding the facility. 41 C.F.R. part 60–2.11(b)(1)(ii) and (2)(i). 11(b)(1)(ii) and (2)(i).

[13] U.S., Department of Labor, Bureau of Labor Statistics, *Monthly Labor Review* (November 1977).

[14] Comprehensive Employment and Training Act, 29 U.S.C. §§ 801 *et seq.* (Supp. V, 1975).

[15] Public Works and Economic Development Act, 42 U.S.C. §§ 3131 *et seq.* (Supp. V, 1975).

[16] The unemployment rate is the percent of the civilian labor force which is unemployed.

[17] U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Earnings* (January 1978), table 44, p. 170.

[18] U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Earnings,* p. 161 (January 1975), p. 159 (January 1976), and p. 170 (January 1978). Although DOL publishes the rate of white unemployment, it does not publish an unemployment rate for nonminorities. According to DOL, 96 percent of all Hispanics are also classified as white, and therefore Hispanic unemployment is also included in the white unemployment figure. If Hispanics were eliminated from the white category to create a nonminority category, the magnitude of Hispanic unemployment relative to whites would become even more evident. For example, the April 1977 issue of *Employment and Earnings* lists first quarter 1977 unemployment rates of 7.5 percent for whites and 12.1 percent for Hispanics. If the numbers of white Hispanics were removed from white labor force data, the white unemployment rate would fall from 7.5 percent to 7.3 percent for the first quarter 1977. U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Earnings,* table A–59, p. 60 (April 1977).

EXHIBIT 1

Unemployment Rates of Hispanics and Whites, 16 Years and Older

	1973	1974	1975	1976	1977
Hispanics	7.5	8.1	12.2	11.5	10.0
Whites	4.3	5.0	7.8	7.0	6.2

Source: See appendix B.

However, the Government lacks the detailed information about Hispanic unemployment that is necessary to alleviate the unemployment problems that Hispanics face.

Indeed, no data on Hispanic unemployment were collected regularly by the Federal Government until 1973. Moreover, from the time they were first published by the Department of Labor through 1976, data on Hispanic unemployment were far less comprehensive than unemployment data on the population as a whole and on blacks and whites. For example, there is no regularly published information on the duration and causes of Hispanic unemployment or the job search methods unemployed Hispanics use. Hispanic unemployment data are published only quarterly and cover the Nation as a whole and not specific States or local areas. Data on Hispanic subgroups, including Mexican Americans, Puerto Ricans, and Cubans, are rarely published.[19]

Congress, in drafting legislation for federally-funded employment and training programs to reduce unemployment, specifically noted the need for special employment and training programs to take Hispanic "cultural circumstances into consideration."[20] However, because there is an absence of data on Hispanic unemployment, it appears that few federally-funded employment and training programs are adequately designed for Hispanics.[21] Moreover, those who develop such training have found that in the absence of adequate statistical documentation of the need for Hispanic programs, they have difficulty convincing State and local governments to adopt them.[22] Thus, as Congress observed before it passed Public Law 94–311, without comprehensive information on the extent and nature of Hispanic unemployment, "a fair and adequate distribution of program monies cannot be guaranteed among [the] Spanish-background community."[23]

[19] As shown in appendix C, which lists the contents of the April 1976 issue of *Employment and Earnings*, only one of the many tables DOL regularly publishes about unemployment contains information about Hispanics. In April 1976 this was table A–56, entitled "Employment status of the civilian institutional population by Spanish origin, and color, by sex, and age." All tables listed in appendix C which use the term "employment status" contain both employment and unemployment data.

[20] U.S., Congress, House Committee on Education and Labor, *Comprehensive Employment and Training Act of 1973*, 93d Cong., 1st Sess., 1973, H. Rpt. 659, reprinted in *U.S. Code Congressional and Administrative News*, 93d Congress, First Session (1973), vol. 2, p. 2953 (hereafter cited as Comprehensive Employment and Training Act Legislative History).

[21] In a series of telephone interviews, there was unanimous agreement on the inadequacies of Hispanic unemployment data expressed by representatives of the Hispanic community and the users of unemployment data across the country. These interviews included the following: Raul Yzaguirre, executive director, National Council of La Raza; Dr. Gilbert Cardenas, associate professor of economics, School of Business Administration, Pan American University, Edinburg, Tex.; and Dr. Richard Santos, assistant professor of economics, Department of Economics, University of Texas at Austin, Dec. 7, 1977; Manuel Bustelo, executive director, National Puerto Rican Forum, Jan. 24, 1978; Mario Anglada, executive director, Aspira of America, Inc., Jan. 25, 1978. Robert Adame, acting director, Department of Community Affairs, Hidalgo County Consortium, Tex., Sam Dominguez, acting assistant director, Comprehensive Economic and Manpower Planning, Economic and Employment Development Department, Alamo Manpower Consortium, Tex., Jan. 24, 1978; Don Menzi, acting assistant commissioner, Department of Employment, City of New York; Sergio Quevedo, program analyst, South Florida CETA Consortium; Mary Rangel, acting director, Manpower Administration, Imperial County, Calif., Jan. 25, 1978; and Larry Jaffe, planning specialist, Data Analysis Section, Planning Division, Department of Community Development, Los Angeles County, Calif., Jan. 26, 1978.

[22] Ricardo Zauzueta, National Director, Operation SER, Jobs for Progress, Inc., telephone interview, Jan. 10, 1978. Operation SER provides guidance to State and local governments for the development of Hispanic employment and training programs. It has been characterized by Congress as "particularly effective in Manpower training." Comprehensive Employment and Training Act Legislative history, p. 2953. The House Committee on Educational Labor noted that it "views SER as a valuable component of future efforts to attack job training needs in minority and other low-income communities." Ibid.

[23] U.S., Congress, Senate Committee on Post Office and Civil Service, *Americans of Spanish Origin—Social Statistics*, 94th Cong., 2d Sess., 1976, S. Rept. 869, p. 3, reprinted in *U.S. Code Congressional and Administrative News*, 94th Congress, Second Session, vol. 3, p. 1214 (1976) (hereafter cited as Legislative History).

Chapter 3

Role of the Department of Labor

Public Law 94–311 gives the Department of Labor the lead role for the improvement of Hispanic unemployment data, because DOL is the principal Federal agency responsible for analyzing and publishing unemployment data. The Department of Commerce is mentioned too, because it has primary responsibility for the collection and tabulation of these data. The Bureau of the Census, in the Department of Commerce, collects these data monthly through the Current Population Survey (CPS). Although the CPS is used by the Bureau of the Census to gather a variety of information on the population in general,[24] its chief purpose is to collect labor force data, including data on the extent of unemployment in the United States.[25] With regard to data on the numbers and characteristics of unemployed persons collected through the CPS, the Department of Labor is the chief decision maker. The Bureau of the Census acts as the agent of the Department of Labor in conducting the CPS, making the technical decisions as to how the survey can be most accurately conducted to meet DOL needs.

Since the passage of Public Law 94–311, the Department of Labor has evidenced increased awareness of the need for Hispanic unemployment data and has included such data in a number of its publications in addition to *Employment and Earnings.* Among these, for example, are eight 1977 publications, including *Who are the Unemployed? A Chartbook* and *U.S. Working Women: A Databook.* [26]

In 1978 DOL issued three such publications, including its most comprehensive analysis of the Hispanic labor force, *Workers of Spanish Origin: A Chartbook.* This chartbook was patterned after another DOL report, *Social and Economic Status of Negroes in the United States,* published by DOL following the 1970 census.[27] It was in October 1976 when DOL announced that it planned to publish the chartbook about Hispanics. At that time it anticipated that it would publish the chartbook in early 1977.[28] However, the chartbook was not published until February 1978 because of delays with the Spanish translation.[29] DOL observed:

> [T]he most recent BLS [Bureau of Labor Statistics] publication—Workers of Spanish Origin: A Chartbook—which the draft indicates had not been published as of January 1978, was issued in both English and Spanish versions on February 21. . . .This is the first BLS report

[24] Robert L. Hagen, Acting Director, Bureau of the Census, letter to John A. Buggs, Staff Director, U.S. Commission on Civil Rights, Nov. 30, 1976. The CPS is a monthly national survey of approximately 57,000 households across the country which provides information on such personal characteristics of the total population (both in and out of the labor force) as age, sex, race, family status, veteran status, educational background, and ethnic origin. It was developed by the Federal Government in the late 1930s to measure the massive numbers of unemployed persons during the Depression.

[25] Ibid.

[26] In addition, in 1977 DOL published: "Labor Force Participation of Married Women, March 1976" (*Monthly Labor Review,* June 1977); "Work Experience of the Population in 1976" (Special Labor Force Report 201, 1977); "Students, Graduates, and Dropouts in the Labor Market, October 1976" (*Monthly Labor Review,* July 1977); "Married Persons' Share of the Labor Force Declining, BLS Study Shows" (News Release, Mar. 8, 1977); "Employment Situation for School Age Youth" (News Release, Mar. 17, 1977); "U.S. Jobholders Totaled 194 Million Last Year" (News Release, June 9, 1977). DOL also published an article about Hispanics in the labor force in the September 1976 issue of *Monthly Labor Review.* Prior to passage of Public Law 94–311—in the April 1974 issue of *Monthly Labor Review* —it had published an article introducing the quarterly Hispanic unemployment tabulations. In addition, DOL published an article concerning educational attainment of Hispanic workers in the February 1975 issue of *Monthly Labor Review.*

[27] The other two publications were: "Employment Situation for School Youth" (News Release, Jan. 6, 1978); and "Employment Situation for Hispanic Youth Improves Over Year's Period, BLS Reports" (Noticias de la Semana—A News Summary for Hispanos, Week of Jan. 16, 1978).

[28] Janet L. Norwood, Deputy Commissioner for Data Analysis, Bureau of Labor Statistics, Department of Labor, memorandum to George E. Hall, Chief, Social Statistics, Statistical Policy Division, Office of Management and Budget, "Development of CPS data on persons of Spanish origin in response to PL 94–311," Oct. 4, 1976 (hereafter cited as Norwood Memorandum).

[29] Harvey Hamel, senior economist, Division of Employment and Unemployment Analysis, Bureau of Labor Statistics, Interview, Jan. 4, 1978 (hereafter cited as Hamel interview, Jan. 4, 1978).

ever published in Spanish. We feel the publication of the chartbook was a major accomplishment which should be fully acknowledged in the Commission's report.[30]

However, not all Department of Labor publications have been similarly expanded. For example, the Department frequently publishes its *Handbook of Labor Statistics.* This is a widely used basic reference document containing statistics on such subjects as the labor force, consumer prices, and living conditions over the past 10 years. Although it is revised yearly and has lengthy sections on employment and unemployment, the 1977 edition contains no data on Hispanics.[31]

Most significantly, as of January 1978, the Department of Labor had not increased the amount of data on Hispanic unemployment published in *Employment and Earnings.* It continues to publish only the same type of information that it had in 1976 before the enactment of Public Law 94–311.[32] In fact, in the year and a half following passage of Public Law 94–311, the principal accomplishment of DOL was a plan to increase the data on Hispanic unemployment in *Employment and Earnings.* [33] This plan was announced in October 1976 following a query from OMB as to what steps the Department of Labor planned to take to comply with Public Law 94–311.[34] Although when DOL announced the plan, it described its purpose "to be more responsive to the mandate of Public Law 94–311. . . ."[35] As of early January 1978, however, DOL could not make a commitment as to when expanded data would first be published.[36] Indeed, DOL had not even designed the tables it would use for presenting the new data in *Employment and Earnings.* [37] DOL explained:

> The facts are that [the Department of Labor] had only received [from the Bureau of the Census] the requested tabulations in December and immediately began evaluating and analyzing the raw tabulations. It would have been impossible to design the publication tables for Employment and Earnings or for a planned Monthly Labor Review article *before* the data were received and evaluated. We were already in the process of designing table outlines in January and now have a good idea what we will do. Obviously, data for the first quarter cannot be published before the quarter has elapsed.[38]

The Commission notes, however, that DOL did not make a request for tabulations from the Bureau of the Census until April 1977, more than 9 months after enactment of Public Law 94–311.

DOL has also commented that because Public Law 94–311 did not provide additional funds or new positions, it has been impeded in achieving all it had set out to do.[39] This Commission is aware that some additional funds may be necessary in order to revise a system of data collection and publication which has heretofore focused relatively little attention upon Hispanics. Nonetheless, it should be observed that the executive branch has not explained this need to Congress by including in its requests any appropriations for DOL's improvement of its data system.[40] Indeed, the Department of Labor has not requested such funds.

There are three principal features in DOL's plan to expand Hispanic data in *Employment and Earnings:* DOL will increase the amount of information it publishes about Hispanics who are unemployed; it will publish these data for a few States and metropolitan areas; and it will publish some unemployment data separately for Mexican Americans, Puerto Ricans, Cubans, and other persons of Hispanic origin.

[30] Julius Shiskin, Commissioner, Bureau of Labor Statistics, Department of Labor, letter to Louis Nunez, Acting Staff Director, U.S. Commission on Civil Rights, Mar. 1, 1978 (hereafter cited as Shiskin Letter).
[31] U.S., Department of Labor, Bureau of Labor Statistics, *Handbook of Labor Statistics 1977.*
[32] See table of contents of April 1976 *Employment and Earnings* in appendix C to this report.
[33] Norwood Memorandum. This plan is reproduced as appendix D to this report.
[34] George E. Hall, Chief, Social Statistics, Statistical Policy Division, Office of Management and Budget, memorandum, "Summary of OMB Request for Information with Respect to Public Law 94–311," Sept. 28, 1976.
[35] Norwood Memorandum.
[36] Harvey Hamel, interview, Jan. 5, 1978 (hereafter cited as Hamel Interview, Jan. 5, 1978).
[37] Ibid.
[38] Shiskin Letter.
[39] Ibid.
[40] See *The Budget of the United States Government Fiscal Year 1979,* appendix (1978); and *The Budget of the United States Government Fiscal Year 1978,* appendix, (1977); and Statement of Julius Shiskin, Commissioner, Bureau of Labor Statistics before the Senate Appropriations Committee, Subcommittee on Labor–HEW, "Fiscal Year 1979 Budget Request," Feb. 3, 1978, and before the House Appropriations Committee, Subcommittee on Labor–HEW, Feb. 9, 1978.

Chapter 4

DOL's Plan for Compliance with Public Law 94–311.

The following are the primary deficiencies in the data which DOL had published prior to the full implementation of the plan for compliance with Public Law 94–311. Since DOL had not changed its publication of Hispanic data as of January 1978, these deficiencies continued to exist at that time.

- DOL does not publish separate unemployment data for Mexican Americans, Puerto Ricans, Cubans, or persons of other Spanish origin.
- DOL publishes Hispanic unemployment data only four times a year.
- The data DOL publishes lack sufficient detail as to the characteristics of the unemployed and the reasons they were unemployed.
- DOL does not publish data on Hispanic discouraged workers.
- DOL does not publish Hispanic unemployment data for States, cities, or other local areas.
- DOL does not adjust Hispanic unemployment data for seasonal fluctuations.[41]

In this section we have attempted to review the significance of these deficiencies, the extent to which DOL's plan to comply with Public Law 94–311 will remedy each of these deficiencies, and the adequacy of DOL's activities to adhere to the relevant sections of its plan.

Mexican Americans, Puerto Ricans, and Cubans

All respondents to the Current Population Survey must indicate whether they are Hispanic and specifically whether they are Mexican Americans, Puerto Ricans, Cubans, Central and South Americans, or members of other Hispanic origin groups. However, as of December 1977 DOL aggregated data for each of these Hispanic subgroups into one category—Spanish origin—before publishing them.

On occasion, the Bureau of the Census has published CPS unemployment data for Hispanics, displaying data for Mexican Americans, Puerto Ricans, and Cubans separately. As shown in exhibit 2, the rates of unemployment differ among the three groups, making it evident that separate data are informative.

One of the actions that DOL plans in order to comply with Public Law 94–311 is to publish data at least annually for Mexican Americans, Puerto Ricans, and Cubans.[42] When it passed Public Law 94–311, Congress was well aware that Hispanics are not a single group but are, rather, persons who "trace their origin or descent from Mexico, Puerto Rico, Cuba, Central and South America, and other Spanish-speaking countries. . . ."[43] Congress directed Federal agencies to improve their data collection on Americans of "Spanish origin," a term used by the Bureau of the Census to describe the collection of Hispanic data in the following categories: Mexican American, Puerto Rican, Cuban, Central or South American, and other Spanish origin.[44] Thus, it would appear that Congress was well aware of the need for separate data on the major Hispanic subgroups. Clearly, the addition of subgroup data will be an improvement to any publication of Hispanic unemployment data. The Department of Labor's plans to publish Hispanic subgroup data are commendable.

[41] DOL stated, "In listing BLS deficiencies. . .no mention of or credit to BLS is made for our. . .continued attempts to seasonally adjust the Hispanic data series." Shiskin letter. DOL's attempts to seasonally adjust Hispanic unemployment data pursuant to its plan to comply with Public Law 94–311, are discussed in chap. 4.

[42] Norwood Memorandum.

[43] Act of June 16, 1976, Pub. L. No. 94–311, preamble, 90 Stat. 688.

[44] U.S., Department of Commerce, Bureau of the Census, *1970 Census of Population*, Persons of Spanish Ancestry, Supplementary Report PC (S1)–30, pp. 1, 2 (February 1973).

EXHIBIT 2

Unemployment Rates of Major Hispanic Subgroups

	March 1973	March 1974	March 1975	March 1976	March 1977
Mexican Americans	5.7	8.0	12.1	11.8	10.8
Puerto Ricans	11.1	9.0	17.6	14.0	14.6
Cubans	6.8	8.1	14.4	11.6	10.9

Source: U.S., Department of Commerce, Bureau of the Census, *Current Population Reports*, "Persons of Spanish Origin in the United States." Series P-20, No. 264 (May 1974); No. 280 (April 1975); No. 290 (February 1976); and No. 310 (July 1977); and No. 317 (December 1977).

Monthly Unemployment Data

One of the most serious deficiencies in DOL data on Hispanic unemployment is that as of December 1977, DOL published these data only quarterly, although it published monthly unemployment data for whites and blacks and others.[45] This infrequent publication schedule is of great concern to Hispanics.[46] For 2 months out of every 3, there are no timely data available on Hispanic unemployment. Furthermore, when the Hispanic unemployment rate is published, it is not possible to determine whether it represents any change in the rates from the 2 preceding months.

This publication schedule was also of great concern to the Congress when it enacted Public Law 94–311 in June 1976. At that time the Congress stated:

> The present size of the [current population] survey is insufficient to meet the standards of reliability which the Bureau of the Census demands for statistical quality of monthly unemployment figures for Americans of Spanish origin or descent. Consequently, the Bureau of Labor Statistics published unemployment data for the Spanish origin population on a quarterly basis as an average estimate. . . .This legislation. . .seeks to move the Federal program for the collection of unemployment statistics in the direction of developing monthly national unemployment figures for Spanish-origin Americans.[47]

DOL staff informed Commission staff in late May 1977 that they were studying the possibility of publishing monthly Hispanic unemployment rates and were hopeful that they might consider such monthly publications in 1978.[48] Subsequently, in December 1977 the DOL staff member assigned to work on Public Law 94–311 compliance informed Commission staff that DOL had found that it could not make reliable monthly estimates of Hispanic unemployment rates from the Current Population Survey because the CPS sample of Hispanic households is too small.[49] As a result, DOL staff reported, DOL will not be able to increase the frequency with which Hispanic unemployment data are published.[50] Instead, DOL will continue to publish quarterly averages.

DOL examination of this issue, however, has been totally inadequate. On January 5, 1978, Commission staff inquired if DOL had explored with the Bureau of the Census[51] any means of increasing the Hispanic

[45] U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Earnings*, table A–59, p. 60 (October 1977).

[46] Al I. Perez, associate counsel, Mexican American Legal Defense and Educational Fund; to Leopoldo Garza, equal opportunity specialist, Office of Federal Civil Rights Evaluation, U.S. Commission on Civil Rights, Dec. 7, 1977.

[47] Legislative History, p. 1214.

[48] Harvey Hamel, to Leopoldo Garza, equal opportunity specialist, Office of Federal Civil Rights Evaluation, U.s. Commission on Civil Rights, May 27, 1977 (hereafter cited as Hamel Memorandum).

[49] Hamel Interview, Jan. 4, 1978. As of December 1977, the Hispanic sample was 5.3 percent of the total CPS sample of approximately 57,000 households. Edward W. Fernandez, special assistant, Population Division, Bureau of the Census, telephone interview, May 2, 1977.

[50] Harvey Hamel, interview, Dec. 6, 1977 (hereafter cited as Hamel Interview, December 1977).

[51] Hamel Interview, Jan. 5, 1978. Before adjustments would be made in the CPS sample size to produce monthly Hispanic unemployment data, BLS would have to make a request to the Bureau of the Census for the additional information. The Bureau of the Census would use its technical expertise to determine what changes would be necessary in the CPS, and BLS would pay for any increase in cost. Ibid.

sample.[52] At that time DOL had not requested the Bureau of the Census to inform it of what steps and costs would be involved in obtaining more reliable data,[53] even though Congress itself had commented upon the "insufficient" size of the survey for publishing Hispanic data.[54] DOL commented:

> In fact, we had requested the Census Bureau to provide us with an estimate of the number of sample households needed monthly and the annual cost to expand the national sample to yield unemployment estimates as statistically reliable as the present overall rate for black workers. We are awaiting response from the Census Bureau.[55]

However, DOL's request to the Bureau of the Census was not made until January 13, 1978, one week after the Commission's inquiry to DOL staff about the matter.[56] Thus, as of early January 1978, DOL did not know how much it would cost to increase Hispanic representation in the Current Population Survey.[57] Indeed, it did not know how large an increase in the sample would be necessary to achieve reliable monthly Hispanic unemployment data.[58] This delay in requesting assistance from the Bureau of the Census is particularly egregious in light of DOL's basic plan for compliance with Public Law 94–311. In the first paragraph of its letter to OMB describing that plan, DOL promised that it would "explore" the possibilities of CPS sample expansion with the Bureau of the Census.[59]

As of March 1978 it appeared that, in any case, prior to 1980 the CPS sample will not be expanded for the purpose of increasing the Hispanic sample size. DOL stated:

> It should also be noted that plans for further CPS sample expansion by Census and [DOL] prior to 1980 are necessarily designed to improve the overall local area unemployment statistics, a high priority program in the Department of Labor because of the allocation of funds based on these data. However, in our plans for the redesign of the CPS in conjunction with its updating following the 1980 Census, we will try to build in a stronger sample for the Hispanic population.[60]

As of early January 1978, DOL also had not attempted to discover if there are actions that could be taken, other than increasing the number of Hispanic households reached by the CPS, which might enable DOL to publish monthly information on Hispanic unemployment.[61] There are, in fact, possibilities for such actions. For example, in March of every year the Bureau of the Census has instituted repetitive sampling techniques in the CPS that enable it to publish very detailed data on Hispanic households with a high degree of reliability.[62] DOL, however, has not considered whether more frequent use of this technique might enable it to increase the frequency with which it publishes Hispanic unemployment data.[63] On March 1, 1978, DOL wrote to this Commission:

> [DOL] has considered whether the repetitive sampling technique used by the Census Bureau in the March supplement is appropriate for our monthly data program. In fact, many of the [DOL] reports on special subjects which include Hispanic data (including work experience, marital and family characteristics of the population, and children of working mothers) are based on the expanded March CPS sample. We have rejected the possibility of repetitive sampling of this type on a monthly basis because of high cost (we have no additional funding), respondent burden, and potential data bias.[64]

[52] Hamel Interview, Jan. 4, 1978. There are, of course, two possibilities for increasing the number of Hispanic households reached by the CPS. The entire CPS sample could be increased. Alternatively, the number of Hispanic households sampled could be increased without corresponding change in the remainder of the sample.

[53] Hamel Interview, Jan. 5, 1978. The collection and tabulation of all CPS data costs approximately $4 million a year. Ibid.

[54] Legislative History, p. 1214.

[55] Shiskin Letter.

[56] Greg Russell, Chief, CPS and Related Surveys Branch, Demographic Surveys Division, Bureau of the Census, telephone interview, Mar. 7, 1978.

[57] Hamel Interview, Jan. 5, 1978.

[58] Ibid.

[59] Norwood Memorandum.

[60] Shiskin Letter.

[61] Hamel Interview, Jan. 5, 1978.

[62] Daniel E. Levine, Associate Director, Bureau of the Census, letter to Cynthia N. Graae, Director, Office of Federal Civil Rights Evaluation, U.S. Commission on Civil Rights, July 5, 1977 (hereafter cited as Levine Letter). The CPS is designed so that part of the total respondents are active for 4 months in that they respond to CPS survey questionnaires for a consecutive period of four months. Subsequently, these respondents are, in effect, dormant, because they do not respond to CPS survey questionnaires for a consecutive period of eight months, followed by a reactivation for a second period of four consecutive months. Beginning in March 1973 and each subsequent March, all persons identified as Hispanics, including those who would normally be dormant during this period have been asked to respond to the CPS survey. Meyer Zitter, Chief, Population Division, Bureau of the Census, interview, Jan. 4, 1977.
Thus every March the Bureau of the Census is able to obtain reliable detailed data on Hispanics such as subgroup identification, including Mexican American, Puerto Rican, or Cuban; marital status; educational attainment; employment status; yearly income; location, whether urban or rural; and family size. Levine Letter.

[63] Hamel Interview, Jan. 5, 1978.

[64] Shiskin Letter.

DOL's reasons for rejecting a repetitive sampling technique do not appear to be sufficient. DOL states that it has rejected this method because of its lack of funding, burden on respondents, and potential data bias. First, the executive branch has not informed the Congress about its difficulty in implementing the congressional mandate for improved Hispanic unemployment data due to lack of funds. Second, since only Hispanics would be affected by the repetitive sampling, it is likely that their cooperation could be assured if they were informed that increased inquiries about their employment status would provide improved employment and unemployment data for the benefit of Hispanics. Finally, this Commission notes that all the data taken from sample surveys are subject to error and questions whether it is correct to discount the collection of Hispanic unemployment data through repetitive sampling techniques simply because they are subject to a different range of error from other data.[65]

Additionally, an interim step that DOL could take to comply with Public Law 94–311 would be to publish each month the average of 3 months' CPS Hispanic unemployment data. While this technique does not represent a final solution to the need for monthly Hispanic unemployment data, it would have at least two advantages over the current use of quarterly averages. First, such an average would be more current than a static quarterly average, because each month it would drop 1 month's data while replacing it with the current month's data from the CPS. Second, it would ensure that Hispanic data are included each month in *Employment and Earnings*. Through 1977, users of that publication might not have been aware of any unemployment data for Hispanics, if their research was confined to an issue published in February, March, May, June, August, September, November, or December. A BLS staff member stated that publishing new 3-month averages each month might be feasible.[66] However, DOL does not believe that this technique would be advisable. DOL wrote to this Commission:

> The report recommends that [DOL] publish a 3-month moving unemployment average. Although such an average is technically feasible to compute, we believe it would be misleading and very difficult for the public to interpret. It still could not be seasonally adjusted and would not be consistent with our other published data. It would necessarily be a combination made up of months with a wide range of different seasonal variations.[67]

This response reinforces the need for increasing the Hispanic sample in order to make possible the monthly publication of reliable data on Hispanic unemployment.

Characteristics of the Unemployed

From 1974 through 1977 the only unemployment information the Department of Labor published about Hispanics were the rates of unemployment for:

- The total Hispanic population 16 years and older;
- Hispanic males 20 years or older;
- Hispanic females 20 years or older; and
- Persons of both sexes from the ages of 16 through 19.

For the same reason that DOL has not published monthly unemployment data, it has also not published data about Hispanic unemployment in as extensive detail as it has for blacks and whites—the Current Population Survey sample is too small. Clearly, unless the CPS is expanded, it would not be possible for DOL to include information on Hispanics in all of the tables it currently publishes for blacks and whites. However, some increase in detail is possible on an annual or even quarterly basis while still preserving DOL's standards for reliability.[68]

Indeed in 1976, in order to comply with Public Law 94–311, the Department of Labor promised that it would "identify and select additional detail. . .to be tabulated for the total Spanish origin population."[69] In particular, DOL has stated that it will request the Bureau of the Census to tabulate several important variables to the Hispanic unemployment data it publishes, including the duration, reasons for unemployment, and industry and occupation of previous jobs.[70] As of early February 1978, however,

[65] This opinion is shared by two Hispanic demographers. Leobardo Estrada, assistant professor, Department of Urban Studies and Planning, University of California at Los Angeles; and Jose Hernandez, assistant professor, Department of Sociology, University of Wisconsin, telephone interviews, Mar. 15, 1978.

[66] Hamel Interview, Jan. 5, 1978.
[67] Shiskin Letter.
[68] Norwood Memorandum.
[69] Ibid.
[70] Hamel Memorandum.

EXHIBIT 3

Hispanic Unemployment Rates By Sex

	1973	1974	1975	1976	1977
Females 20 years and older	7.2	7.7	11.6	11.5	10.1
Males 20 years and older	5.3	6.0	9.7	9.3	7.5

Source: See appendix B.

DOL did not know whether it would publish any of this information.[71] This additional information would be very useful to those people who study the causes and characteristics of unemployment as well as to those who design programs to combat the problem.

DOL has also requested the Bureau of the Census to calculate separate unemployment rates for Hispanic men and women aged 16 through 19.[72] If DOL publishes these calculations, they will be an important addition to the data the Department of Labor disseminates.

A review of the limited detail available on Hispanic unemployment reveals that the unemployment rate of Hispanic women 20 years and older is generally higher than those of Hispanic men. As shown in exhibit 3, the unemployment rate of Hispanic women 20 years and older reached its highest point of 11.6 percent in 1975. If DOL publishes separate unemployment rates by sex for 16- through 19-year olds, it will be possible to determine whether the differential between male and female unemployment rates extends to teenagers.

There are, moreover, other tabulations that DOL could request the Bureau of the Census to make, which, even if published only infrequently, would also be useful to those with an interest in understanding and alleviating Hispanic unemployment. Most significantly, DOL does not plan to request the Bureau of the Census to tabulate data on the marital status and job search methods used by unemployed Hispanics. DOL also does not plan to request tabulation of the unemployment rate of Hispanic 14- and 15-year-olds. In contrast, DOL has, for years, published all of these data for both blacks and whites. On March 1, 1978, DOL announced:

> In connection with the report's recommendation that [DOL] publish additional characteristics of Hispanic workers, we are considering the publication of data for Hispanic veterans, male and female teenagers separately, duration of unemployment, and other detailed characteristics. We intentionally did not ask Census to tabulate data for 14- and 15-year-old workers or the job search methods of the unemployed. The labor force is currently defined as persons 16 years old or over who are working or looking for work. The only reason that very limited data on the employment status of 14- and 15-year-olds are still tabulated is to provide information sometimes necessary for comparability to the labor force series published prior to 1967. The information collected on job search methods of the unemployed was not intended to provide substantive information which could be used to develop employment programs. The purpose of the item is to verify that the unemployed respondent actively looked for work for proper labor force status classification.[73]

Nonetheless, if information on marital status, job search methods, and the unemployment rate of 14- and 15-year-olds were tabulated and published for Hispanics, it would add greatly to the body of information available about Hispanic unemployment. For example, it is likely that information on job search methods used would reveal marked differences between Hispanics and nonminorities,[74]

[71] Harvey Hamel, telephone interview, Feb. 2, 1978.
[72] Hamel Memorandum.
[73] Shiskin Letter.

[74] The little evidence available indicates that job search methods used by Hispanics are, in fact, different from those used by the nonminority population. In five Southwestern cities in 1970, a Bureau of the Census

EXHIBIT 4

Unemployment Rates of Hispanic Youth, 16–19 Years Old

1973	1974	1975	1976	1977
19.8	19.8	27.7	23.1	22.3

Source: See appendix B.

information which could be used in developing programs to help Hispanics find employment. Similarly, information on the unemployment rates of Hispanic 14- to 15-year-olds would likely be revealing. As shown in exhibit 4, the unemployment rate of Hispanics between the ages of 16 and 19 is high, having reached its highest measured annual rate of 27.7 percent in 1975. It was generally more than twice the unemployment rate for all Hispanics and three or four times the rate for whites. Undoubtedly, the rate of unemployment for Hispanic 14- to 15-year-olds would be even higher,[75] and therefore it is important that this information be tabulated and made public.

Discouraged Workers

In addition to data on Hispanic unemployment, DOL also publishes data on the number of Hispanics who are not in the labor force. In 1977 this number represented more than one-third of the Hispanic population.[76] Technically, people who are not in the labor force cannot be considered "unemployed" because they are not actively looking for work. Indeed, many people in this category are not "unemployed." For example, some may be students, homemakers, or retired persons who have no wish to assume other activities.

However, it is likely that many people who are counted as not being in the labor force actually wish to work but are discouraged from seeking employment.[77] For example, persons who have previously been fired, have prison records, or are elderly may believe that they are unemployable.

DOL analyzes data on persons not in the labor force. It publishes information on their last jobs, their work-seeking intentions, and their reasons for not seeking work. It attempts to count separately those who do not wish to work from those who are discouraged from seeking employment.[78] These analyses are published quarterly for the total population and for blacks and whites separately. This detailed information is not, however, published for Hispanics, even on an annual basis. This is unfortunate because it is likely that a disproportionate number of Hispanics fall into the category of those who are discouraged from seeking employment. This is especially likely for persons with limited ability to speak English.[79] In the absence of more detailed

survey showed that Hispanics were more likely to go directly to employers or to check with friends and relatives than were nonminorities and were less likely than nonminorities to make use of the State employment service. U.S., Department of Commerce, Bureau of the Census, *Census of Population: 1970, Employment Profiles of Selected Low-Income Areas*, Final Reports: PHC(3)–13, Los Angeles; PHC(3)–39, San Diego; PHC(3)–42, Denver; PHC(3)–48, Phoenix; and PHC(3)–50, San Antonio, tables 28(a). See also V. Briggs, W. Fogel, and F. Schmidt, *The Chicano Worker* (Austin, Tex.: University of Texas Press, 1977), pp. 40–41. Similar observations were made in a study of youth employment patterns in Los Angeles in P. Bullock, *Aspiration vs. Opportunity: Careers in the Inner City*, pp. 58–62 (1973). See also New England Regional Council, *Overview of the Problems Encountered by New England's Spanish-Speaking Population* (July 7, 1970).

[75] Unemployment rates of 14- to 15-year-olds are generally higher than for other age groups. For example, in 1976 the unemployment rate of blacks from 16 to 19 years old was 39.3 percent. For black 14- to 15-year-olds in the same year, the unemployment rate was 43.0 percent. U.S. Department of Labor, Bureau of Labor Statistics, *Employment and Earnings*, table 40 and 33, pp. 162, 166 (January 1977).

[76] In 1977 about 2.7 million Hispanics were not in the labor force, 39.4 percent of the total Hispanic population. U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Earnings*, table 44, p. 170 (January 1978).

[77] In 1975, a year of very high unemployment, the number of discouraged workers—those who wanted a job but were not looking—reached an average of about 1,080,000. U.S., Department of Labor, Bureau of Labor Statistics, *Employment and Earnings*, table 31, p. 157 (January 1976). The problem of discouraged workers is discussed in P. Flaim, "Discouraged Workers and Changes in Unemployment," *Monthly Labor Review*, pp. 8–16 (March 1973) and M. Rosenblum, "Discouraged Workers and Unemployment, *Monthly Labor Review*, pp. 28–30 (September 1974).

[78] DOL publishes data separately on those people who "do not want a job now" and those who "want a job now." For those people who "want a job now," DOL also tabulates the following reasons for not looking: "school attendance," "ill health or disability," "home responsibilities," "think cannot get a job," and "other reasons." See, for example, *Employment and Earnings*, October 1977, p. 56.

[79] See U.S. Commission on Civil Rights, *Puerto Ricans in the Continental United States: An Uncertain Future* (1976), p. 56 for a discussion of the barriers to employment created by a lack of English-speaking ability. The language barrier affects a large number of the people in this country whose usual langauge is Spanish. The Bureau of the Census reported recently:

> Spanish is the second most widely used language in the United States, following English. About 4 million persons (4 years old and over) reported Spanish as their usual language. . . .Difficulty with English was reported by 54 percent of the 4 million persons whose usual

information on Hispanics who are not in the labor force, the extent of discouragement among Hispanics who are not in the labor force will not be known. Regarding Hispanic discouraged workers, the Department of Labor stated:

> Although data and analyses on discouraged workers and other persons not in the labor force are published regularly by the [Department of Labor] (quarterly and annually), there are lower reliability levels associated with these data. Since they are based on only a one-quarter CPS sample, they could not reliably reflect job discouragement for comparatively small population subgroups such as Hispanics.[80]

The Commission acknowledges the limitations on reliability of these data. It is unfortunate that the Department of Labor did not state that it would explore other means of attempting to identify discouragement among Hispanics, such as expanding the CPS sample, conducting special surveys, or sponsoring university research on this issue.

Geographic Detail

Current Population Survey Data

DOL publishes annual statistics, taken from the Current Population Survey, on the total level of unemployment in each State and the level of black unemployment in most States.[81] In addition, for selected metropolitan areas DOL also publishes data on unemployment both for the total population and by race.[82] When data are available by State or city on the extent of minority unemployment, they can assist those who operate training and employment programs to identify and meet minority needs for employment and training. Unfortunately, one of the major deficiencies in the Department of Labor statistics on Hispanic unemployment is that, as of February 1978, these data had not been published by State, city, or other local areas.

DOL potentially has the capability to publish Hispanic data for States and selected metropolitan areas with large Hispanic populations, but until 1976 DOL had made no plans to publish these data. In 1976 DOL made a commitment to the Office of Management and Budget that in order to comply with Public Law 94–311, it would request the Bureau of the Census to develop tabulations of Hispanic unemployment for selected geographic areas.[83] Subsequently, in April 1977, DOL asked the Bureau of the Census to provide annually Hispanic unemployment data for the States of California; Texas; Arizona, Colorado, and New Mexico combined; New York; Florida; and Illinois. DOL also requested Hispanic unemployment data for the metropolitan areas of Los Angeles-Long Beach, San Francisco-Oakland, Houston, New York, Miami, and Chicago.[84]

While information on the Hispanic unemployment rates of these areas will be useful, such limited plans are not sufficient. First, the number of States and metropolitan areas for which Hispanic data will be gathered are too few. Hispanic data, like racial data, should be tabulated for each State separately wherever there are adequate numbers of Hispanics to obtain accurate figures. Second, in the aggregate the areas DOL has selected inadequately represent the Puerto Rican population. As shown in exhibit 5, only two of the States selected—Illinois and New York—have any sizable Puerto Rican population.

It appears that even without increasing the number of Hispanic households in the CPS, it should be feasible to tabulate Hispanic data separately for Arizona, Colorado, and New Mexico rather than combining them as BLS plans. As shown in exhibit 5, each of these States has an Hispanic population of well over 200,000. DOL has published racial data by State for much smaller groups. For example, in Arizona itself the black population is little more than 50,000,[85] which is only one-fifth the number of Arizona's Hispanic population. Further, BLS' plans

language was Spanish. U.S., Department of Commerce, Bureau of the Census, "Language Usage in the United States: July 1975" (Advance Report), Series P–23, No. 60 (revised), p. 1 (July 1976).

There are also other factors in the backgrounds of many Hispanics that may lead them to be discouraged about the prospects of employment. These include inadequate educational preparation, low socioeconomic status, and experiences with discrimination in the job market. S. Ramirez, "Employment Problems of Mexican American Youth," testimony presented at the Cabinet Committee Hearings on Mexican American Affairs, Oct. 26–28, 1967.

[80] Shiskin Letter.

[81] See, for example, U.S., Department of Labor, Bureau of Labor Statistics, *Geographic Profile of Employment and Unemployment, 1976* (hereafter cited as Geographic Profile).

[82] Ibid. The racial categories used are "white" and "black and other."

[83] Norwood Memorandum.

[84] Hamel Memorandum. DOL stated: "The report notes a major 'deficiency' of the BLS program in not having previously published Hispanic data by geographic area. As stated on the same page, however, the Bureau had requested Census to provide expanded tabulations by geographic area in 1977." Shiskin Letter.

[85] There were 53,344 blacks in Arizona at the time of the 1970 census. U.S., Department of Commerce, Bureau of the Census, *Census of Population: 1970, Detailed Characteristics*, Final Report PC(1)–D1 (United States Summary), table 60 (February 1973).

EXHIBIT 5

States for Which DOL Plans To Publish Unemployment Rates, And Their Hispanic Populations in 1970

	Hispanic Population	Percentage of State Population	Hispanic Subgroups			
			Mexican	Puerto Rican	Cuban	All Others
California	2,368,748	11.9	1,856,841	50,917	47,549	413,441
Texas	840,862	16.4	1,619,252	6,334	6,964	208,312
New York	1,352,302	7.4	21,950	916,825	89,617	323,910
Florida	405,037	6.0	20,869	28,166	250,407	105,595
Illinois	393,347	3.5	160,477	87,509	20,804	124,557
New Mexico	308,340	30.3	119,049	411	84	188,796
Arizona	265,006	15.0	240,025	1,047	404	23,530
Colorado	225,506	10.2	103,584	1,707	1,121	119,094

Source: U.S. Department of Commerce, Bureau of the Census, *1970 Census of Population,* "Persons of Spanish Ancestry," Supplementary Report: No. PC (S1)–30, table 1, (February 1973).

for combining data for Arizona, Colorado, and New Mexico may obscure major differences among Hispanic unemployment rates for those States. In 1976, for the population as a whole, Colorado had an unemployment rate of 5.9 percent—one of the lowest in the Nation. Arizona and New Mexico had rates of 9.8 and 9.1 percent respectively, which were among the highest.[86]

There are a number of other States for which DOL has no plans to calculate the Hispanic unemployment rate, but which have Hispanic populations that exceed 50,000. As shown in exhibit 6, several of these States also have proportionally large Puerto Rican populations. Thus, if these States were added to the States for which BLS plans to publish Hispanic data, this would vastly increase the useful information available about Puerto Rican unemployment. Moreover, the Current Population Survey covers only the continental United States and, thus, does not provide unemployment data on the approximately 3 million persons residing on Puerto Rico. Although the Commonwealth of Puerto Rico calculates unemployment rates for Puerto Rico, this information is not included in the Department of Labor's national totals for unemployment and it is not published in the State by State data in *Employment and Earnings.*

DOL could also improve its selection of metropolitan areas for which it plans to publish Hispanic unemployment data. There are a number of large metropolitan areas, including Phoenix, Arizona; San Diego, California; Denver, Colorado; Albuquerque, New Mexico; and Brownsville-Harlingen-San Benito, El Paso, McAllen-Pharr-Edinburg, and San Antonio, Texas, in which the Hispanic population is 100,000 or more and which are not included in DOL's plans to calculate Hispanic unemployment for selected metropolitan areas.[87] DOL's failure to select these areas is especially unfortunate because, as of early 1977, unemployment was a serious problem in all of them.[88] It is likely that Hispanics account for a disproportionate amount of that unemployment, although without data, it is difficult to assess the extent of this problem. DOL stated:

> The report suggests that [DOL] could improve its selection of metropolitan areas for which it plans to publish Hispanic data. The suggested list is extensive and includes several areas for which the present CPS sample in those areas is not sufficient to support publication of data for

[86] Geographic Profile.

[87] We assume that it would not be necessary to increase the CPS sample size for DOL to publish data on these cities, since DOL publishes data on black unemployment for several cities in which the black population is less than 100,000, including Indianapolis, Minneapolis-St. Paul, Cincinnati, and Seattle. (Geographic Profile.) There are also a number of cities with smaller Hispanic populations for which Hispanic unemployment data would be useful, including Bridgeport and Hartford, Conn; Boston, Mass.; and Philadelphia, Pa.

[88] Unemployment in all of these areas was at least 6 percent of the labor force and was either likely to remain at that rate for the next 2 months or had already been at that rate for an extended period of time. U.S., Department of Labor, Employment and Training Administration, *Area Trends in Employment and Unemployment* (January–February 1977).

EXHIBIT 6

States For Which DOL Does Not Plan To Publish Unemployment Rates, And Their Hispanic Populations In 1970

	Hispanic Population	Percentage of State Population	Hispanic Subgroups			
			Mexican	Puerto Rican	Cuban	All Others
New Jersey	288,488	4.0	6,343	138,896	68,048	75,201
Michigan	151,070	1.7	65,329	6,202	2,762	76,777
Ohio	129,996	1.2	26,795	20,272	2,809	80,120
Indiana	112,472	2.1	30,034	9,269	1,158	72,011
Pennsylvania	108,893	0.9	9,610	44,263	5,492	49,528
Louisiana	70,575	1.9	7,300	2,430	5,916	54,929
Massachusetts	66,146	1.1	3,466	23,332	5,914	33,434
Connecticut	65,468	2.1	1,830	37,609	5,695	20,334
Wisconsin	62,878	1.4	18,269	7,248	840	36,521
Missouri	60,091	1.2	13,924	1,801	1,557	42,809
Washington	57,358	1.6	33,483	1,845	1,174	20,856
Kansas	54,185	2.4	28,927	683	899	23,676
Oklahoma	51,284	2.0	14,441	1,124	697	35,022

Source: U.S. Department of Commerce, Bureau of the Census, *1970 Census of Population*, "Persons of Spanish Ancestry," Supplementary Report: No. PC (S1)–30, table 1 (February 1973).

total persons residing in the area, much less population subgroups. As noted earlier, it would be impossible to undertake a major sample expansion of this kind until the CPS is redesigned after the 1980 Census.[89]

Thus, once again, the inadequate sample size appears to severely limit the amount of data on Hispanic unemployment which DOL can publish.

Unemployment Insurance Statistics

DOL also regularly collects data from States on the number of unemployment insurance claims processed.[90] These data correlate with measures of unemployment, although not precisely[91] and thus can be useful in estimating the extent of unemployment at the State level.[92]

While these estimates of unemployment are generally not as reliable as those obtained from the CPS,[93] they have become "the basis for allocation of billions of Federal dollars and an important instrument in the implemtation of many of the Nation's major economic programs. . . ."[94]

If Hispanic identification were included in State unemployment insurance data, it might be possible to use these data as a supplement to CPS data for estimating Hispanic unemployment in States and areas in which the CPS sample size is too small to produce meaningful information about Hispanic unemployment.[95] However, States are not required to report the number of Hispanic claimants of unemployment insurance benefits,[96] and DOL has

[89] Shiskin Letter.

[90] These data are published several times a year in a DOL publication, *Unemployment Insurance Statistics*.

[91] These data include only those people receiving unemployment insurance benefits and not those unemployed persons who have exhausted their benefits or were never entitled to any. These data also reflect differences in State eligibility requirements.

[92] DOL has established complex procedures for estimating unemployment from State unemployment insurance data. *BLS Handbook of Methods*, pp. 62–63.

[93] In its latest publication of detailed geographic labor force data, DOL stated:

> The reliability of labor market area estimates. . .which are not controlled directly by the CPS is in large part determined by the degree to which existing administrative data within each State and current estimating techniques are able to approximate the estimates which would have resulted if a Current Population Survey estimate had been possible. Consequently, less confidence should be placed in these data. U.S., Department of Labor, Bureau of Labor Statistics, *Geographic Profile of Employment and Unemployment*, 1976, Report No. 504, p. 1 (1977).

[94] Janet L. Norwood, Deputy Commissioner for Data Analysis, Bureau of Labor Statistics, *Monthly Labor Review* (November 1977), p. 6.

[95] The CPS sample size is discussed in a previous section, Monthly Employment Data.

[96] In contrast States are required to report racial data. These data are

no plans to introduce such a requirement.[97]

It would appear that the Department of Labor's lack of plans in this area is in contradiction with the intent of Public Law 94–311. Not only does section 1 of that law direct the Department of Labor to improve and expand its collection of Hispanic unemployment data,[98] but section 2 of the law requires that the Department of Labor collect and publish regularly statistics on the social and economic conditions of Hispanics.[99] Thus, the mandates of both sections provide impetus for the Employment and Training Administration to collect and publish data on Hispanic claimants for unemployment insurance benefits.

Seasonal Adjustment

As of December 1977, DOL was not able to determine to what extent fluctuations in Hispanic unemployment data were the result of seasonal changes[100] and to what extent they were the result of economic trends. Even though DOL had been acquiring data on Hispanic unemployment for almost 5 years, it believed it did not have sufficient data to assess whether a change in the Hispanic unemployment rate was due to regular seasonal occurrences, such as school vacations or industry production schedules, or whether it was indicative of a more basic shift in the difficulties facing Hispanics in seeking employment.

In mid-1976 DOL planned to make seasonal adjustments in its Hispanic unemployment data. It wrote to OMB:

> . . .we are planning to seasonally adjust the basic labor force series (employment, unemployment, and unemployment rate) by major age and sex categories and begin their regular publication, at least on a quarterly basis, as soon as we have accumulated three full years of data for the overall Spanish origin group (at the end of calendar year 1976). . . .[101]

Apparently through no fault of its own, BLS was unable to carry out this plan. A DOL staff member reported to Commission staff that DOL attempts at seasonal adjustment were unsuccessful,[102] because DOL needed a greater accumulation of Hispanic unemployment data before accurate seasonal adjustments could be made. DOL elaborated:

> In order to be responsive to the law and to the stated needs of Hispanic interest groups, we attempted to seasonally adjust several Hispanic data series in November 1977. We expected that the adjustment would be successful and planned to introduce selected adjusted series in early 1978. Our tests, however, demonstrated that the data did not meet minimal standards of reliability, a result we could not have known prior to the attempt. . . .[N]one of the Hispanic data series meets even minimum criteria for monthly publication and only a few (excluding total unemployment) meet the quarterly criteria.[103]

Another attempt at seasonal adjustments will be made after 5 years of Hispanic data have been gathered.[104]

published in the DOL report, *Unemployment Insurance Statistics*. The racial categories used in this report are "white" and "color other than white." Department of Labor, Employment and Training Administration, Unemployment Insurance Statistics (January–February 1977).

[97] Robert B. Edwards, Deputy Administrator, Unemployment Insurance Services, Employment and Training Administration, telephone interview, Jan. 6, 1978, and Robert E. Brinkman, economic statistician, Division of Actuarial Services, Unemployment Insurance Services, Employment and Training Administration, Department of Labor, telephone interview, Jan. 6, 1978.

[98] Act of June 16, 1976, Pub. L. 94–311, 90 Stat. 688.

[99] Ibid.

[100] Seasonal adjustment is a statistical process of eliminating fluctuations due to occurrences that are repeated at the same time each year. DOL regularly publishes seasonally adjusted employment and unemployment data for the total population and for blacks and whites.

[101] Norwood Memorandum.

[102] Hamel Interview, December 1977.

[103] Shiskin Letter.

[104] Hamel Interview, December 1977.

Chapter 5

DOL Priority For Public Law 94–311

The Department of Labor's incomplete and cursory response to the mandate of Public Law 94–311 may in part be due to the low priority it has assigned to developing a program to comply with that law. It has delegated the sole responsibility for compliance to the Bureau of Labor Statistics (BLS), which has primary responsibility for the Department's economic and statistical research activities.[105] While BLS is the unit within the Department with the foremost role in analyzing and publishing unemployment data, it is not the only unit that collects data used in calculating the extent of unemployment. Data on unemployment insurance benefits, used in determining allocations of funds under Federal employment and training programs, are collected by the Employment and Training Administration (ETA). Because BLS has been delegated sole responsibility for the Department's compliance with Public Law 94–311, however, ETA has taken no action to add Hispanic identification to unemployment insurance data.[106]

Furthermore, within BLS the assignment of implementing most of DOL's work relating to Public Law 94–311 has been given to one staff member, a senior economist.[107] The Department of Labor stated that this staff member "is not responsible for ensuring compliance with the law." It observed, that this "responsibility lies with the Commissioner of Labor Statistics, the Deputy Commissioner, and the Assistant Commissioner for Current Employment Analysis," and that the senior economist "is by no means the only staff member devoting considerable energies to expanding our analysis and publication of Hispanic data."[108]

In response to a Commission inquiry to the Secretary of Labor in 1976, the Commissioner of Labor Statistics stated that a senior economist "has been asked to coordinate the Bureau's activities relevant to PL 94–311."[109] Subsequently, Commission staff asked the senior economist to indicate the number of persons besides himself who worked on the implementation of Public Law 94–311. He observed that one other person within his office assisted him on a part-time basis occasionally.[110]

Moreover, BLS has not sought the advice of Hispanic economists, demographers, employment training groups, or civil rights advocates to determine the needs for data on Hispanic unemployment.[111] It also has no formal structure such as an advisory committee of Hispanics to apprise it of the needs for Hispanic data.[112] However, on their own initiative, representatives of national Hispanic groups have met informally with Department of Labor officials on at least three occasions to discuss the lack of monthly unemployment data on Hispanics.[113]

[105] Julius Shiskin, Commissioner, Bureau of Labor Statistics, Department of Labor, letter to John A. Buggs, Staff Director, U.S. Commission on Civil Rights, Nov. 15, 1976 (hereafter cited as Shiskin–Buggs Letter); Norwood Memorandum.
These communications were prepared in response to letter from John A. Buggs, Staff Director, U.S. Commission on Civil Rights, to W.J. Usery, Secretary of Labor, Oct. 20, 1976, and memorandum from George E. Hall, Chief, Social Statistics, Statistical Policy Division, Office of Management and Budget, "Summary of OMB Request for Information with Respect to Public Law 94–311," Sept. 28, 1976.

[106] State estimates of unemployment are discussed in a previous section, Unemployment Insurance Statistics.

[107] Hamel Interview, Jan. 5, 1978.

[108] Shiskin Letter.

[109] Shiskin–Buggs Letter.

[110] Hamel Interview, Jan. 5, 1978.

[111] Ibid.

[112] This is contrasted with the Bureau of the Census which has a Spanish origin advisory committee to provide advice for the improved enumeration of Hispanics and the development of meaningful Hispanic data.

[113] In July 1977 representatives of Hispanic groups including the National Council of La Raza; the Mexican American Legal Defense and Educational Fund; the League of United Latin American Citizens; the American G.I. Forum; Operation SER-Jobs for Progress, Inc.; and the National Puerto Rican Forum met with the Secretary of Labor to discuss issues of importance to the Hispanic community. In an October 1977 meeting,

EXHIBIT 7

Bureau of Labor Statistics Full-Time Employees by Minority and Nonminority Status

	September 1973	September 1974	September 1975	September 1976	September 1977
Total Employees	1,648	1,858	1,970	2,041	2,047
Professional					
Total	1,008	1,180	1,244	1,319	1,356
Nonminority	885	1,024	1,081	1,147	1,166
Minority (Non-Hispanic)	116	146	147	158	176
Hispanic	7	10	16	14	14
Nonprofessional					
Total	640	678	726	722	691
Nonminority	209	216	220	210	200
Minority (Non-Hispanic)	425	456	496	501	483
Hispanic	6	6	10	11	8

Source: Telephone interview with Babil Arrieta, Spanish-Speaking Program Coordinator, Office of Equal Employment Opportunity, Department of Labor, Jan. 3, 1978.

The Department of Labor's employment posture may also have served to isolate it from learning more about the needs for Hispanic unemployment data. A review of Department of Labor employment statistics revealed that, as of September 1977, within the entire Department there were no Hispanics in GS–17 or 18 positions and only two in GS–16 positions, both of whom were males.[114] Furthermore, among the BLS staff there are few if any Hispanic economists or statisticians. As of September 1977, BLS had only 14 Hispanic professional employees among its 1,346 professional employees, exactly twice the number of Hispanic professional employees working at BLS in September 1973.[115] As shown in exhibit 7, the lack of Hispanic employees has been a longstanding problem. While the Department of Labor would not identify these employees by occupation, it is clear that no Hispanic employees occupied high level positions within BLS. No Hispanic employees were in positions of GS–14 and above, seven occupied positions at the GS–11 through 13 level, and seven were in GS–7 and 9 positions.[116]

Nonetheless, it appears that the Department of Labor fails to recognize that its poor record of employing Hispanics and inadequate efforts to comply with Public Law 94–311 could be related to each other. Indeed the Commissioner of Labor Statistics wrote to this Commission:

> The report implies that a lack of sufficient number of Hispanics on Bureau staff "have served to isolate it from learning more about the needs for Hispanic unemployment data." Both Secretary Marshall and I are strongly committed to equal employment opportunities in the Department and Bureau for Hispanics and other minorities and have developed an overall effort to find qualified Hispanic-Americans. Moreover, the BLS is making independent efforts

representatives of Hispanic organizations spoke with a number of high level DOL officials, including the Commissioner of Labor Statistics. At this meeting the Hispanic representatives voiced an interest about monthly unemployment rates for Hispanics. At a third meeting in January 1978, Hispanic representatives met with DOL officials and were informed that publication of monthly Hispanic unemployment rates could not be undertaken due to the unreliability of these data taken from the Current Population Survey. Raul Yzaguirre, executive director, National Council of La Raza, and Al Perez, associate counsel, Mexican American Legal Defense and Educational Fund, telephone interviews, Feb. 1, 1978.

[114] U.S., Department of Labor, *Equal Opportunity Plan, Fiscal Year 1977*, Attachment 7. The Director of Equal Opportunity stated that the Department of Labor restricts the information it will supply regarding the race and ethnic origin of its employees in order to protect their privacy. Velma M. Strode, Director of Equal Opportunity, Department of Labor, telephone interview, Jan. 4, 1978.

[115] As of September 1977, the Department of Labor employed 10 persons at the GS–18 level, 26 persons at the GS–17 level, and 102 at the GS–16 level. U.S., Department of Labor, *Equal Employment Opportunity Plan, Fiscal Year 1977*, Attachment 7.

[116] Within BLS there were 191 positions above the GS–13 level, 171 positions from GS–11–13, and 469 positions from GS7–9. Attachment to letter from Velma M. Strode, Director, Equal employment Opportunity, Department of Labor to Cynthia N. Graae, Assistant Staff Director for Federal Evaluation, U.S. Commission on Civil Rights, Jan. 5, 1978.

along these lines as well. However, we do not agree that the lack of appreciable numbers of Hispanics on our staff hinders in any way our ability to fully conduct the Hispanic data program.[117]

This Commission notes that the relationship between minority employment and the responsiveness of a program to minority concerns and the employment of minorities in that program is widely recognized.[118] The Commission believes that unless the Department increases the number of Mexican Americans, Puerto Ricans, Cubans, and other Hispanics it employs, especially in all program areas at the Bureau of Labor Statistics, it is likely that it will not develop the capacity to implement a data collection program that is responsive to the problems of Hispanic unemployment.[119]

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[117] Shiskin Letter.

[118] Federal agency regulations pursuant to Title VI of the Civil Rights Act of 1964 recognize this relationship. See, for example, regulations of the Departments of Labor, 29 C.F.R. §31.3(c); Agriculture, 7 C.F.R. §15.3(c); and Health, Education, and Welfare, 45 C.F.R. §80.3(c)(3). The Department of the Interior requires all applicants for assistance to commit themselves to nondiscrimination in their employment practices because it has concluded that a relationship exists between minority nondiscrimination in employment and the extent to which the program serves minority needs. This issue is discussed in U.S. Commission on Civil Rights, *The Federal Civil Rights Enforcement Effort—1974, Vol. VI: To Extend Federal Financial Assistance*, pp. 11, 226, 227 (1975) and *Window Dressing on the Set: Women and Minorities in Television* (1977). See also New Jersey Advisory Committee to the U.S. Commission on Civil Rights, *Hispanic Participation in Manpower Programs in Newark, New Jersey* (July 1976); Connecticut State Advisory Committee to the U.S. Commission on Civil Rights, *El Boricua: The Puerto Rican Community in Bridgeport and New Haven* (1973); California Advisory Committee to the U.S. Commission on Civil Rights, *Asian Americans and Pacific Peoples: A Case of Mistaken Identity* (1975); New York State Advisory Committee to the U.S. Commission on Civil Rights, *The Forgotten Minority: Asian Americans in New York City* (1977).

[119] This Commission notes that improved Hispanic employment at the Bureau of the Census has coincided with its improved efforts to collect data on Hispanics. This Commission criticized the 1972 employment patterns of the Bureau of the Census which comprised 83 percent of the Social and Economic Statistics Administration (SESA) at the Department of Commerce. In that year, only 10 Hispanics held position of GS-11 or above at SESA. This Commission observed that, in the absence of Hispanic staff, the focus of the Bureau's activities were oriented toward the non-Spanish speaking majority. U.S., Commission on Civil Rights, *Counting the Forgotten: The 1970 Census Count of Persons of Spanish Speaking Background in the United States*, pp. 93–98 (1974). The Bureau of the Census subsequently increased its employment of Hispanics, many of whom were familiar with the data needs of the Hispanic community. As of May 1977, 68 of its 3,840 full-time positions were held by Hispanics, and 23 of those employees held positions of GS-11 or above. Daliza Salas, Spanish-speaking program coordinator, Bureau of the Census, Department of Commerce, memorandum to Leopoldo Garza, equal opportunity specialist, U.S. Commission on Civil Rights, May 16, 1977. The Bureau of the Census' ability to respond to Hispanic data needs has simultaneously improved.

Chapter 6

Response of the Department of Labor

Concerning this report, the Department of Labor wrote to this Commission:

> The draft report criticizes the Bureau of Labor Statistics for failing to implement Public Law 94–311 but takes little account of the Bureau's increased activity in this field. The report barely mentions either the large number of articles and reports which focus on the Hispanic employment situation already published by the Bureau or the Bureau's plans for an expanded Hispanic data program to be implemented later this year.
>
> Development of improved data for particular groups of the population is a time consuming and expensive process. Although we have not as yet fully accomplished everything that we have set out to do in this area, we believe that we have made good progress in implementing our plans for responding to the provisions of the law, considering the resource restraints which we face. The law mandated the development of methods for improving and expanding the collection, analysis, and publication of unemployment data for persons of Hispanic origin, but it provided no additional funds or ceiling positions to accomplish these goals. The Bureau has already shifted resources from other programs to analyze and publish more information on persons of Hispanic origin, insofar as this has been feasible in the absence of funds or ceiling positions for this work. The planning and development of a data program is complex, difficult, and time consuming. We feel that we cannot proceed further without some budget action. . . .
>
> In summary, we feel that there are numerous inaccuracies made throughout the report, which gives BLS little credit for attempting to improve its Hispanic data program. We hope that all inaccuracies will be corrected in the final report published by the Commission. We stand ready to assist you and your staff in completing an accurate reporting of our activities.[120]

In short, the Department of Labor asserts that this Commission neither reported adequately the Department's accomplishments nor took fully into account the obstacles under which the Department has operated.

This Commission has tried to undertake and publish a balanced evaluation of the Department of Labor's actions to improve its collection and publication of Hispanic unemployment data. After receiving the Department of Labor's response to this draft report, the Commission added both the new material that the Department of Labor included in its response and the explanations the Department offered for having made only limited achievements under Public Law 94–311. Pursuant to the Department of Labor's response, the report has been augmented, for example, with discussions about the Department of Labor's recent publications and the problems caused by absence of funding for its Hispanic data program.

One of the major findings of this report continues to be that as of early 1978, the Department of Labor had not increased the scant Hispanic unemployment data in its basic monthly publication of unemployment statistics. The Bureau of Labor Statistics had not even requested funding to make the necessary improvements.

[120] Shiskin Letter.

Chapter 7

Findings and Conclusions

1. As a result of the paucity of Federal data on Hispanics in a number of areas, in June 1976 Congress enacted Public Law 94–311 which requires the Department of Labor to improve and expand the collection, analysis, and publication of unemployment data on Hispanics.
2. One of the most important provisions of the law was an instruction to the Department of Labor to develop methods to improve the collection and publication of data on unemployed Hispanics. Such data are essential for developing programs to combat the high rate of Hispanic unemployment.
3. In order to comply with the mandate of the law, DOL has modestly begun to increase the amount of Hispanic data it publishes in a number of articles, reports, and news releases. More importantly, DOL has promised to increase greatly the information it will publish about Hispanics who are unemployed, including separate identification of persons of Mexican American, Puerto Rican, Cuban, and other Hispanic origin.
4. As of January 1978, 18 months after enactment of Public Law 94–311, most of DOL's efforts were still in the planning stages. Moreover, DOL's plans are not adequate to comply fully with the intent of the Congress in Public Law 94–311.
   - DOL did not yet know how or when it would publish the expanded data on Hispanics.
   - As of January 1978, the same amount of unemployment data on Hispanics appeared in *Employment and Earnings*, it basic publication of unemployment statistics, as before the law was enacted.
   - DOL has not added Hispanic unemployment statistics to its *Handbook of Labor Statistics*, a basic and widely used reference work.
   - DOL has no plans to publish monthly unemployment rates for Hispanics as it does for whites and blacks, although the congressional intent that DOL do this is clear. It plans to continue publishing quarterly and annual data for Hispanics.
   - DOL does not plan to identify Hispanics in all its detailed unemployment tabulations which identify whites and blacks.
   - DOL's plans to identify the extent of Hispanic unemployment in selected States and local areas do not encompass enough geographic localities to facilitate a close examination of the extent of Hispanic unemployment in States and local areas.
5. The Department of Labor's failure to respond to the needs for Hispanic unemployment data may be due in part to the low priority it has assigned to Public Law 94–311.
   - DOL has delegated to the Bureau of Labor Statistics (BLS) the sole responsibility for complying with Public Law 94–311.
   - It has assigned no role to the Employment and Training Administration, although that office gathers data on unemployment insurance benefits—data which are regularly used in measuring unemployment and allocating resources for combating it.
   - BLS has not adequately sought the advice of Hispanic economists, demographers, manpower training groups, or civil rights advocates in order to determine the needs for data on Hispanic unemployment. This problem may be exacerbated by the Department of Labor's poor record of employing Hispanics.

Chapter 8

Recommendations

1. The President should direct the Department of Labor to increase the amount and frequency of information it publishes about Hispanic unemployment, commensurate with the requirements of Public Law 94-311. Essential for assuring that these requirements are met is for the Department of Labor to:

- Announce publicly within 2 months the specific steps it will take, with timetables, for increasing the publication of Hispanic unemployment data.
- Work with the Office of Management and Budget and the Department of Commerce to determine the costs for complying with Public Law 94-311.
- Make the necessary budget requests to meet those costs.

2. The Department of Labor should take immediate steps to ensure that all of its constituent units that deal with unemployment data, including the Bureau of Labor Statistics and the Employment and Training Administration, are responsive to the problems of Hispanic unemployment in this country.

- The Bureau of Labor Statistics should immediately devise means for collecting and publishing both a monthly Hispanic unemployment rate and annual detailed unemployment characteristics of Hispanics.
- The Department of Labor should publish annual estimates of Hispanic unemployment for all States and the Commonwealth of Puerto Rico; the Employment and Training Administration should require each State to identify Hispanics in State estimates of unemployment.
- The Bureau of Labor Statistics should study the problem of discouraged Hispanics not in the labor force who think they cannot obtain employment.
- The Bureau of Labor Statistics should include Hispanic unemployment data in the *Handbook of Labor Statistics.*

3. The Department of Labor should take immediate steps to inform itself about the needs for improved Hispanic unemployment data from both data users and the Hispanic community.

- The Bureau of Labor Statistics should establish an advisory committee of Hispanic representatives from a wide variety of Hispanic organizations, including recognized experts in the employment problems of Hispanics and Hispanic economists and statisticians with an interest in using labor force data.
- The Bureau of Labor Statistics should increase significantly its employment of Hispanics in each of its units of operation.

Public Law 94-311
94th Congress, H. J. Res. 92
June 16, 1976

Joint Resolution

Relating to the publication of economic and social statistics for Americans of Spanish origin or descent.

Whereas more than twelve million Americans identify themselves as being of Spanish-speaking background and trace their origin or descent from Mexico, Puerto Rico, Cuba, Central and South America, and other Spanish-speaking countries; and

Whereas these Americans of Spanish origin or descent have made significant contributions to enrich American society and have served their Nation well in time of war and peace; and

Whereas a large number of Americans of Spanish origin or descent suffer from racial, social, economic, and political discrimination and are denied the basic opportunities they deserve as American citizens and which would enable them to begin to lift themselves out of the poverty they now endure; and

Whereas improved evaluation of the economic and social status of Americans of Spanish origin or descent will assist State and Federal Governments and private organizations in the accurate determination of the urgent and special needs of Americans of Spanish origin or descent; and

Whereas the provision and commitment of State, Federal, and private resources can only occur when there is an accurate and precise assessment of need: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Department of Labor, in cooperation with the Department of Commerce, shall develop methods for improving and expanding the collection, analysis, and publication of unemployment data relating to Americans of Spanish origin or descent.

Spanish-Americans.
Economic and social statistics, publication.
29 USC 8.
15 USC 1516a.

SEC. 2. The Department of Commerce, the Department of Labor, the Department of Health, Education, and Welfare, and the Department of Agriculture shall each collect, and publish regularly, statistics which indicate the social, health, and economic condition of Americans of Spanish origin or descent.

15 USC 1516a note.

SEC. 3. The Director of the Office of Management and Budget, in cooperation with the Secretary of Commerce and with the heads of other data-gathering Federal agencies, shall develop a Government-wide program for the collection, analysis, and publication of data with respect to Americans of Spanish origin or descent.

13 USC 141 note.

SEC. 4. The Department of Commerce, in cooperation with appropriate Federal, State and local agencies and various population study groups and experts, shall immediately undertake a study to determine what steps would be necessary for developing creditable estimates of undercounts of Americans of Spanish origin or descent in future censuses.

13 USC 141 note.

SEC. 5. The Secretary of Commerce shall ensure that, in the Bureau of the Census data-collection activities, the needs and concerns of the Spanish-origin population are given full recognition through the use of Spanish language questionnaires, bilingual enumerators, and other such methods as deemed appropriate by the Secretary.

Affirmative action program. Report to Congress. 13 USC 22 note.

SEC. 6. The Department of Commerce shall implement an affirmative action program within the Bureau of the Census for the employment of personnel of Spanish origin or descent and shall submit a report to Congress within one year of the enactment of this Act on the progress of such program.

Approved June 16, 1976.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 94-190 (Comm. on Post Office and Civil Service).
SENATE REPORT No. 94-896 (Comm. on Post Office and Civil Service).
CONGRESSIONAL RECORD:
Vol. 121 (1975): Oct. 29, considered and passed House.
Vol. 122 (1976): May 21, considered and passed Senate, amended.
June 7, House concurred in Senate amendments.
WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS:
Vol. 12, No. 25 (1976): June 16, Presidential statement.

GPO 87-139

Appendix B

HOUSEHOLD DATA
ANNUAL AVERAGES

34. Employment status of the civilian noninstitutional population of Spanish origin and color, by sex and age

(Numbers in thousands)

Employment status	Total		White		Negro[1]		Spanish origin[2]	
	1973	1974	1973	1974	1973	1974	1973	1974
TOTAL								
Civilian noninstitutional population	145,936	148,599	129,302	131,375	14,788	15,139	5,997	6,424
Civilian labor force	88,714	91,011	78,689	80,678	8,890	9,054	3,603	3,921
Percent of population	60.8	61.2	60.9	61.4	60.1	59.7	60.1	61.0
Employment	84,409	85,936	75,278	76,620	8,061	8,112	3,333	3,604
Agriculture	3,452	3,492	3,144	3,189	258	257	222	252
Nonagricultural industries	80,957	82,443	72,134	73,432	7,803	7,855	3,111	3,353
Unemployment	4,304	5,076	3,411	4,057	829	942	270	316
Unemployment rate	4.9	5.6	4.3	5.0	9.3	10.4	7.5	8.1
Not in labor force	57,222	57,587	50,613	50,697	5,898	6,105	2,394	2,504
Males, 20 years and over								
Civilian noninstitutional population	60,943	62,149	54,503	55,497	5,662	5,803	2,425	2,618
Civilian labor force	49,539	50,363	44,490	45,195	4,430	4,495	2,084	2,253
Percent of population	81.3	81.0	81.6	81.4	78.2	77.5	85.9	86.1
Employment	47,946	48,445	43,183	43,630	4,170	4,168	1,973	2,117
Agriculture	2,500	2,523	2,269	2,297	193	191	167	192
Nonagricultural industries	45,445	45,921	40,915	41,332	3,977	3,978	1,806	1,925
Unemployment	1,594	1,918	1,307	1,565	260	326	111	135
Unemployment rate	3.2	3.8	2.9	3.5	5.9	7.3	5.3	6.0
Not in labor force	11,404	11,786	10,013	10,302	1,232	1,308	341	365
Females, 20 years and over								
Civilian noninstitutional population	69,249	70,396	61,319	62,163	7,050	7,244	2,718	2,896
Civilian labor force	30,713	31,836	26,647	27,616	3,635	3,720	1,118	1,233
Percent of population	44.4	45.2	43.5	44.4	51.6	51.4	41.1	42.6
Employment	29,228	30,088	25,494	26,222	3,325	3,397	1,038	1,138
Agriculture	550	520	506	479	37	33	28	27
Nonagricultural industries	28,678	29,568	24,988	25,743	3,288	3,365	1,010	1,111
Unemployment	1,485	1,748	1,153	1,394	310	322	81	95
Unemployment rate	4.8	5.5	4.3	5.0	8.5	8.7	7.2	7.7
Not in labor force	38,536	38,560	34,672	34,547	3,415	3,525	1,599	1,663
Both sexes, 16-19 years								
Civilian noninstitutional population	15,744	16,055	13,481	13,715	2,076	2,112	855	911
Civilian labor force	8,461	8,813	7,552	7,867	824	839	401	435
Percent of population	53.7	54.9	56.0	57.4	39.7	39.7	46.9	47.7
Employment	7,236	7,403	6,602	6,768	566	546	321	349
Agriculture	402	449	370	412	28	34	27	32
Nonagricultural industries	6,834	6,954	6,232	6,356	537	513	294	317
Unemployment	1,225	1,410	950	1,099	259	293	79	86
Unemployment rate	14.5	16.0	12.6	14.0	31.4	34.9	19.8	19.8
Not in labor force	7,283	7,242	5,929	5,848	1,251	1,273	454	476

[1] Data relate to Negro workers only.

[2] Data on persons of Spanish origin are tabulated separately, without regard to race/color, which means that they are also included in the data for white and Negro workers. According to the 1970 Census, approximately 98 percent of their population is white.

34. Employment status of the civilian noninstitutional population of Spanish origin and color, by sex and age

[Numbers in thousands]

Employment status	Total		White		Negro[1]		Spanish origin[2]	
	1974	1975	1974	1975	1974	1975	1974	1975
TOTAL								
Civilian noninstitutional population	148,599	151,268	131,375	133,501	15,159	15,541	6,424	6,689
Civilian labor force	91,011	92,613	80,678	82,084	9,054	9,123	3,921	4,058
Percent of population	61.2	61.2	61.4	61.5	59.7	58.7	61.0	60.7
Employment	85,936	84,783	76,620	75,713	8,112	7,782	3,604	3,561
Agriculture	3,492	3,380	3,189	3,097	257	240	252	195
Nonagricultural industries	82,443	81,403	73,432	72,616	7,855	7,541	3,353	3,366
Unemployment	5,076	7,830	4,057	6,371	942	1,341	316	497
Unemployment rate	5.6	8.5	5.0	7.8	10.4	14.7	8.1	12.2
Not in labor force	57,587	58,655	50,697	51,416	6,105	6,418	2,504	2,632
Males, 20 years and over								
Civilian noninstitutional population	62,149	63,357	55,497	56,501	5,803	5,954	2,618	2,664
Civilian labor force	50,363	50,855	45,195	45,617	4,495	4,514	2,253	2,278
Percent of population	81.0	80.3	81.4	80.7	77.5	75.8	86.1	85.5
Employment	48,445	47,427	43,630	42,801	4,168	3,955	2,117	2,057
Agriculture	2,523	2,422	2,297	2,216	191	178	192	150
Nonagricultural industries	45,921	45,005	41,332	40,585	3,978	3,777	1,925	1,907
Unemployment	1,918	3,428	1,565	2,816	326	559	135	220
Unemployment rate	3.8	6.7	3.5	6.2	7.3	12.4	6.0	9.7
Not in labor force	11,786	12,502	10,302	10,884	1,308	1,440	365	386
Females, 20 years and over								
Civilian noninstitutional population	70,396	71,650	62,163	63,145	7,244	7,427	2,896	3,083
Civilian labor force	31,836	32,959	27,616	28,609	3,720	3,786	1,233	1,345
Percent of population	45.2	46.0	44.4	45.3	51.4	51.0	42.6	43.6
Employment	30,088	30,310	26,222	26,459	3,397	3,328	1,138	1,189
Agriculture	520	505	479	467	33	30	27	19
Nonagricultural industries	29,568	29,805	25,743	25,993	3,365	3,299	1,111	1,171
Unemployment	1,748	2,649	1,394	2,149	322	458	95	156
Unemployment rate	5.5	8.0	5.0	7.5	8.7	12.1	7.7	11.6
Not in labor force	38,560	38,691	34,547	34,537	3,525	3,641	1,663	1,738
Both sexes, 16-19 years								
Civilian noninstitutional population	16,055	16,261	13,715	13,854	2,112	2,160	911	943
Civilian labor force	8,813	8,799	7,867	7,858	839	823	435	435
Percent of population	54.9	54.1	57.4	56.7	39.7	38.1	47.7	46.1
Employment	7,403	7,046	6,768	6,452	546	498	349	315
Agriculture	449	453	412	414	34	33	32	26
Nonagricultural industries	6,954	6,593	6,356	6,038	513	465	317	289
Unemployment	1,410	1,752	1,099	1,406	293	324	86	121
Unemployment rate	16.0	19.9	14.0	17.9	34.9	39.4	19.8	27.7
Not in labor force	7,242	7,462	5,848	5,996	1,273	1,338	476	508

[1] Data relate to Negro workers only.

[2] Data on persons of Spanish origin are tabulated separately, without regard to race/color, which means that they are also included in the data for white and Negro workers. According to the 1970 Census, approximately 98 percent of their population is white.

HOUSEHOLD DATA
ANNUAL AVERAGES

44. Employment status of the civilian noninstitutional population and the white, black, and Hispanic origin components by sex and age

(Numbers in thousands)

Employment status	Total		White		Black[1]		Hispanic origin[2]	
	1976	1977	1976	1977	1976	1977	1976	1977
TOTAL								
Civilian noninstitutional population	153,904	156,426	135,569	137,595	15,945	16,314	6,843	7,156
Civilian labor force	94,773	97,401	83,876	86,107	9,393	9,738	4,146	4,391
Percent of population	61.6	62.3	61.9	62.6	58.9	59.7	60.6	61.4
Employment	87,485	90,546	78,021	80,734	8,093	8,384	3,668	3,953
Agriculture	3,297	3,244	3,029	2,993	226	212	204	217
Nonagricultural industries	84,188	87,302	74,992	77,741	7,867	8,172	3,465	3,736
Unemployment	7,288	6,855	5,855	5,373	1,301	1,355	478	438
Unemployment rate	7.7	7.0	7.0	6.2	13.8	13.9	11.5	10.0
Not in labor force	59,130	59,025	51,692	51,488	6,552	6,576	2,697	2,765
Males, 20 years and over								
Civilian noninstitutional population	64,561	65,796	57,482	58,516	6,101	6,253	2,720	2,891
Civilian labor force	51,527	52,464	46,178	46,960	4,582	4,710	2,288	2,445
Percent of population	79.8	79.7	80.3	80.3	75.1	75.3	84.1	84.6
Employment	48,486	49,737	43,704	44,784	4,068	4,214	2,076	2,262
Agriculture	2,359	2,308	2,153	2,123	173	158	145	151
Nonagricultural industries	46,128	47,429	41,551	42,661	3,895	4,056	1,931	2,111
Unemployment	3,041	2,727	2,474	2,176	514	496	212	184
Unemployment rate	5.9	5.2	5.4	4.6	11.2	10.5	9.3	7.5
Not in labor force	13,034	13,332	11,304	11,556	1,519	1,543	432	446
Females, 20 years and over								
Civilian noninstitutional population	72,917	74,160	64,134	65,104	7,618	7,832	3,171	3,270
Civilian labor force	34,276	35,685	29,659	30,853	3,992	4,188	1,408	1,469
Percent of population	47.0	48.1	46.2	47.4	52.4	53.5	44.4	44.9
Employment	31,730	33,199	27,634	28,930	3,528	3,675	1,246	1,321
Agriculture	511	537	477	495	29	33	31	35
Nonagricultural industries	31,218	32,662	27,157	28,436	3,499	3,642	1,216	1,287
Unemployment	2,546	2,486	2,025	1,922	464	513	162	148
Unemployment rate	7.4	7.0	6.8	6.2	11.6	12.2	11.5	10.1
Not in labor force	38,641	38,474	34,475	34,251	3,626	3,644	1,763	1,801
Both sexes, 16-19 years								
Civilian noninstitutional population	16,426	16,470	13,952	13,975	2,227	2,230	952	994
Civilian labor force	8,970	9,252	8,039	8,295	820	841	450	476
Percent of population	54.6	56.2	57.6	59.4	36.8	37.7	47.3	47.9
Employment	7,269	7,610	6,683	7,020	497	495	346	370
Agriculture	427	399	399	375	24	21	28	31
Nonagricultural industries	6,842	7,211	6,284	6,644	473	474	318	339
Unemployment	1,701	1,642	1,356	1,275	323	346	104	106
Unemployment rate	19.0	17.7	16.9	15.4	39.3	41.1	23.1	22.3
Not in labor force	7,455	7,218	5,914	5,680	1,407	1,389	503	518

[1] According to the 1970 Census, black workers comprised about 89 percent of the "black and other" population group.

[2] Data on persons of Hispanic origin are tabulated separately, without regard to race, which means that they are also included in the data for white and black workers. At the time of the 1970 Census, approximately 96 percent of their population was white.

Appendix C

MONTHLY HOUSEHOLD DATA

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[1] Monthly data in February, May, August, and November issues; annual averages in March issue.

Appendix D

[Facsimile]

U.S. DEPARTMENT OF LABOR
Bureau of Labor Statistics
Washington, D.C. 20012

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Development of CPS data on persons of Spanish origin
in response to PL94-311

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This memo summarizes both the ongoing BLS projects and short run plans for tabulation and publication of CPS labor force data on persons of Spanish origin which we outlined at the inter-agency meeting on September 16. Since any longer run plans for an expanded Spanish origin data program would necessarily be tied to CPS sample expansion, we will explore such possibilities with the Census Bureau and make any joint recommendations for a long-run program at a later date.

Current projects

1. A table and short statement on the employment status of persons of Spanish origin are published each quarter in the Labor Force Developments press release; an expanded table with limited age and sex detail is published quarterly in Employment and Earnings. These data have been collected since 1973 and published regularly since the first quarter of 1974 but are not as yet available on a seasonally adjusted basis. In addition to the data on employment status, information on occupation, industry, and duration of unemployment is tabulated regularly. These data have been the subject of several special articles and reports.
2. An article, Americans of Spanish Origin in the Labor Force: an Update, was published in the September 1976 issue of the Monthly Labor Review. This article, which focused on employment and unemployment developments during the recent recessionary period, utilized some of the data mentioned in (1). An earlier article on the subject was published in the April 1974 MLR.
3. A special chartbook focusing on the labor force characteristics of the Spanish origin population is currently being prepared for publication in early 1977. Much of the data presented will also include characteristics for Mexican Americans, Puerto Ricans, and persons of other Spanish origin. The chartbook will be based in part on special tabulations obtained from the March 1976 CPS microtape.
4. Data on the Spanish origin population have been tabulated in conjunction with several special supplements to the CPS. Information on the educational characteristics of persons of Spanish background, for example, was published in the February 1975 MLR article, Educational Attainment of Workers, March 1974. More recent

data have also been tabulated (but not published) for the marital and family, and work experience supplements.

Planned tabulations

In order to be more responsive to the mandate of PL94-311, we propose a modest expansion of the CPS tabulation program in terms of additional subject matter content, ethnicity, and geographic detail. Specifically, we plan to:

1. Identify and select additional detail from both the basic CPS package and the major supplements to be tabulated for the total Spanish origin population.
2. Request that the Census Bureau provide us with selected tabulations iterated separately for Mexican Americans, Puerto Ricans, and persons of other Spanish origin.
3. Request that Census also provide us with selected tabulations iterated by appropriate geographic areas. These areas would probably include California, Texas and the other three Southwestern States combined (Arizona, Colorado and New Mexico), New York, Florida, and Illinois, plus a few of the largest Spanish-concentrated SMSA's, such as Los Angeles-Long Beach, San Francisco-Oakland, Houston, New York, Miami and Chicago.

These data available from the basic CPS program would be tabulated on an annual average and, with the exception of geographic detail, to some degree on a quarterly average basis, beginning with 1976 data. Other data would be based on selected questions from single month CPS supplements. These would include: Work experience, annual earnings, educational attainment, and family and household characteristics from the March supplement (expanded sample for persons of Spanish origin); usual weekly and hourly earnings, and multiple jobholding from the May supplement; and school enrollment and high school graduation status from the October supplement. The expanded Spanish origin tabulations would be used as the basis for a comprehensive statistical report (possibly more than one) on the labor force characteristics of Mexican Americans, Puerto Ricans, and persons of other Spanish origin, which would be published in FY 1978. We would also plan to expand the ethnicity detail and subject content of the present quarterly tables. In this connection, we are planning to seasonally adjust the basic labor force series (employment, unemployment, and unemployment rate) by major age and sex categories and begin their regular publication, at least on a quarterly basis, as soon we have accumulated three full years of data for the overall Spanish origin group (at the end of calendar 1976).

Another source of broad data characteristics for persons of Spanish origin will be the Survey of Income and Education (SIE), conducted for DHEW by the Census Bureau. This survey, which was conducted from April through June of 1976, utilized the March CPS schedule plus additional questions. The survey was based on a greatly expanded sample (240,000 households, including the March CPS) which will result in a much higher level of statistical reliability (approximately twice that for comparable estimates based solely on the March sample). We have already requested the Census Bureau to provide us several SIE tabulations, which could be iterated for persons of Spanish origin. It is our intention to review the proposed tabulation package and select the most appropriate Spanish origin data for tabulation.

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